

# University District Comprehensive Plan

## **Prepared by:**

*Comprehensive Planning Studio Consulting Team/Graduate Program in City & Urban Planning/University of Memphis*

## **In Partnership with:**

City of Memphis

University District Inc.

University Neighborhood Development Corporation

University of Memphis

University District Business Alliance

Highland Area Renewal Corporation

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# Introduction

The purpose of the **University District Comprehensive Plan (UDCP)** is to provide a community based policy and development guide for the University Neighborhood Partnership, which includes the following:

- City of Memphis
- University District, Incorporated (UDI), representing six neighborhood associations
- University Neighborhood Development Corporation (UNDC)
- The University of Memphis
- University District Business Alliance (UDBA)
- Highland Area Renewal Corporation (HARC)

The Comprehensive Plan draws upon previous research and studies; analysis of existing conditions; and the goals and objectives of the University area stakeholders.

The University District Comprehensive Plan has been prepared by the Comprehensive Planning Studio Consulting Team/Graduate Program in City & Regional Planning/University of Memphis.

## Adoption of the Plan

In spring 2007, Dr. Stan Hyland, chair of the University's Strengthening

Communities Focus Area, suggested to Professor Gene Pearson, then director of the University's Graduate Program in City & Regional Planning, on behalf of the University Neighborhood Partnership, that a comprehensive plan be prepared for the University District. During subsequent meetings with University District community organizations, City of Memphis officials, and key neighborhood stakeholders, it became clear that the various stakeholders sought a long-range plan that would capitalize upon the presence of the University and unite all groups in a shared vision for the University District. It was determined that a comprehensive plan would be developed for the University Neighborhood Partnership, who would in turn seek formal approval of the Plan from the Memphis' legislative and administrative bodies.

The consulting team, comprised of Professor Pearson and students from the Program's Comprehensive Planning Studio conceptualized a three-phase planning process to produce a draft plan by December 2007 and scheduled community meetings following the completion of each phase to present the consulting team's findings to community residents and partner stakeholders.

The partners agreed the initial draft of the plan would be prepared by the

Comprehensive Planning Studio consulting team and submitted to the partners for review, modification and final approval. The finalized plan would be presented to the Memphis City Council for adoption as the official University District Comprehensive Plan.

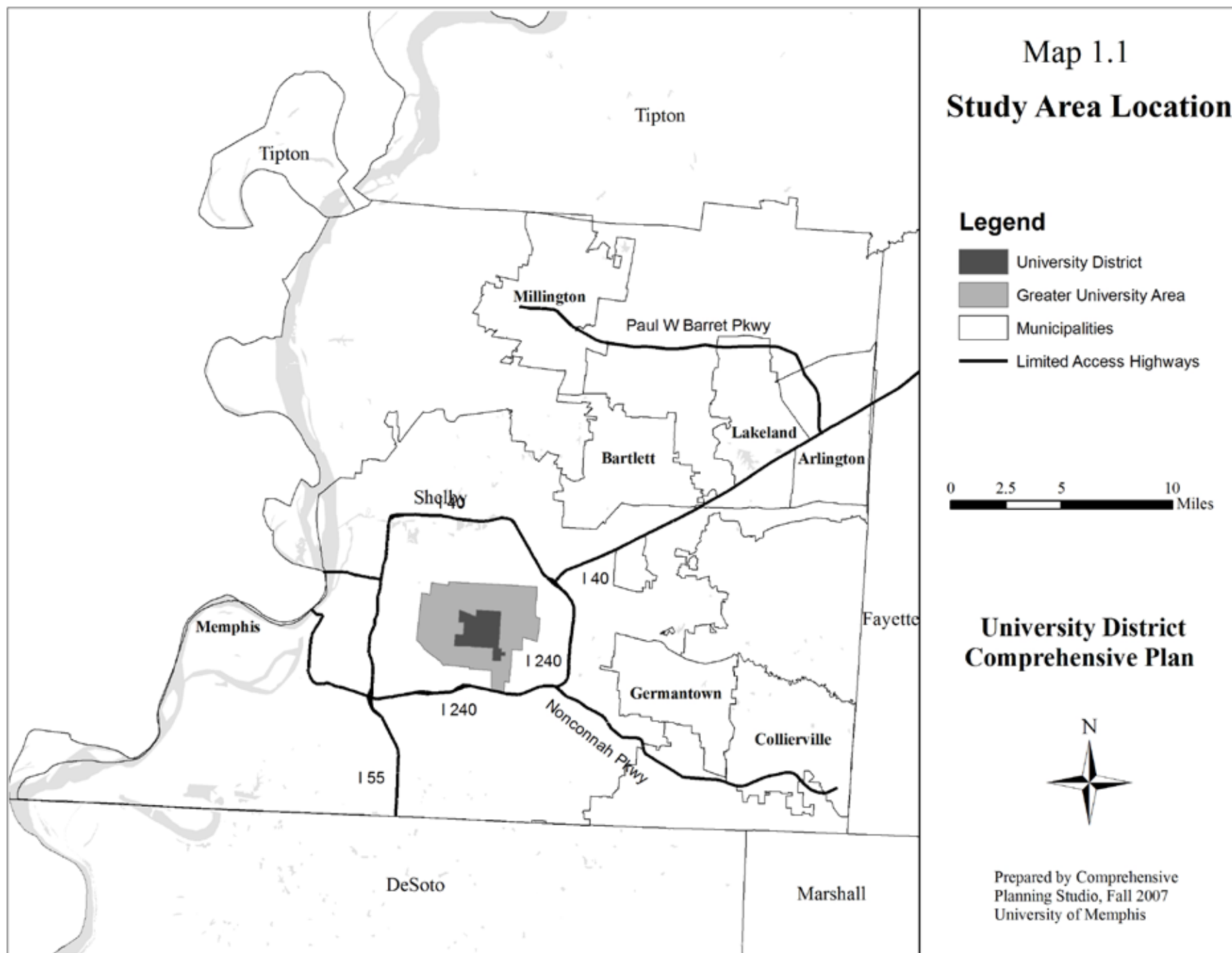
## Study Area

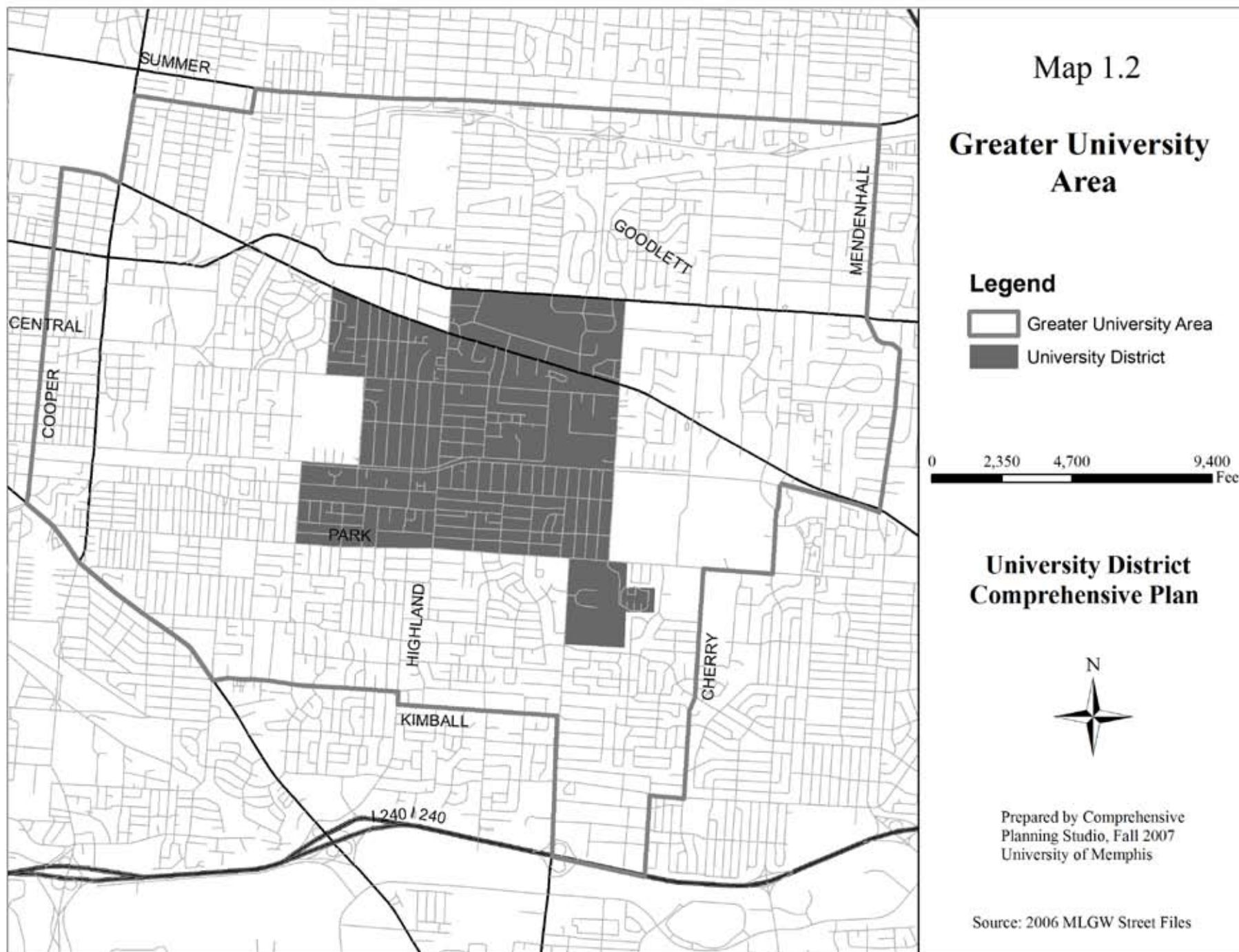
The University District study area is located in Shelby County, Tennessee, as shown on Map 1.1 (opposite page). The Comprehensive Plan reviews data and analyzes existing conditions at three area levels: the County, the Greater University Area, and the University District study area.

### Greater University Area

The consulting team defined a larger service area for the University District study area, referred to as the **Greater University Area (GUA)**. Within the GUA are institutions of higher education, K-12 schools, retail centers, arts and cultural institutions, and other community facilities and services.

The GUA includes all census tracts adjacent to those census tracts comprising the University District study area. As Map 1.2 shows (on page 6), the general boundaries of the GUA are Summer Avenue and Sam Cooper Boulevard to the north; Mendenhall, Perkins and Cherry Roads to the east; I-240,







# Study Area

Kimball Street and Airways Boulevard to the south; and East Parkway to the west. Most of the GUA was developed in the early to middle 20<sup>th</sup> century during Memphis' eastward expansion. Since then, some retail commercial and residential infill development, as well as institutional expansion, has occurred; however, much of the original neighborhood/subdivision design and infrastructure remains unchanged.

## University District Study Area

The University District study area is bounded by Walnut Grove Road and Poplar Avenue to the north; Goodlett Street to the east; Park Avenue on the south; and Semmes, Greer, and Lafayette Streets to the west. The most notable feature of the University District is the location of The University of Memphis' Main Campus in the center of the study area and its Park Avenue Campus on the southernmost edge of the study area (see Map 1.3, University District on page 8). At 363 acres, the University is the largest land owner in the University District. In 2007 the University's enrollment was 20,379 , and approximately 2,750 people were employed by the University.

Six neighborhoods comprise the University District area as follows:

- **Red Acres** located on the northernmost boundary of the study area

and bounded by Walnut Grove Rd., Goodlett Street, Poplar Avenue and Highland Street.

- **University Area** located in the center of the study area and bounded by Poplar Avenue, Goodlett Street, Southern Avenue, and Highland Street.
- **Normal Station** located in the southeast corner of the study area and bounded by Southern Avenue, Goodlett Street, Park Avenue, and Highland Street.
- **Messick-Buntyn Historic District** located in the southwest corner of the study area and bounded by Southern Avenue, Highland Street, Park Avenue and Semmes Street.
- **East Buntyn** located on the western side of the study area and bounded by Central Avenue, Greer Street, Central Avenue and Highland Street.
- **Joffe** situated in the northwestern portion of the study area and bounded by Poplar Avenue, Highland Street, Central Avenue and Lafayette Street.

The University District area and its individual neighborhoods are all represented by formally organized

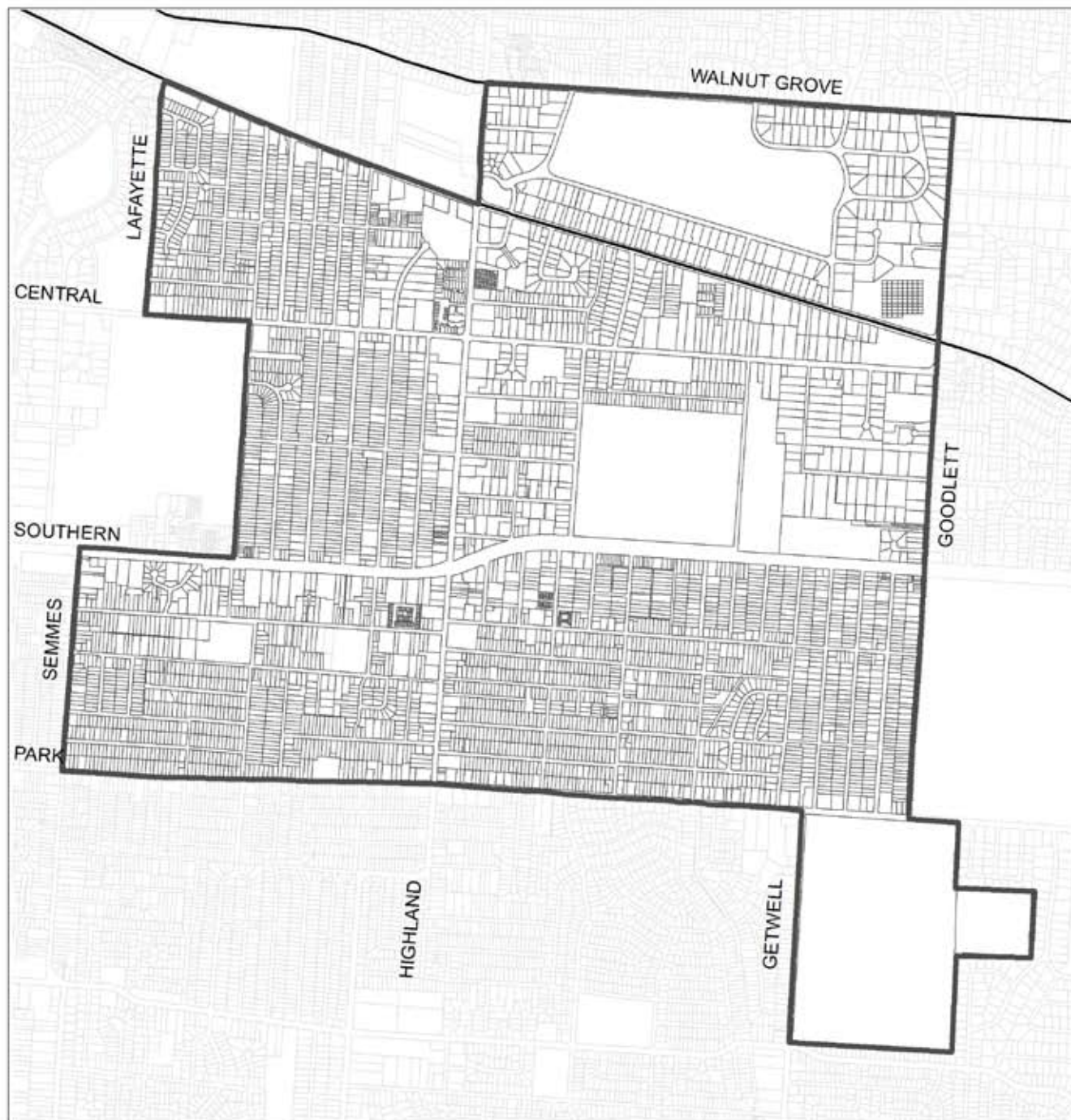
neighborhood associations and these six associations are represented at the University District level by the University District, Inc. (UDI). Businesses in the area are represented by the University District Business Alliance (UDBA) and the University Neighborhood Development Corporation (UNDC) coordinates economic and community development efforts in the University District. The Highland Area Renewal Corporation (HARC) is a faith based service agency dedicated to enhancing the quality of life in the area.

## Background

The University and the surrounding neighborhoods have, in a very real sense, grown up together. The ability of the University District to capitalize upon the unique resources of the University may be the hallmark of this University-community relationship for the next century.

## Neighborhood History

The railroad and the University have been a tremendous influence on the physical development of the University District area throughout its history. The first railroad line through the neighborhood, the LaGrange and Memphis Railroad, was chartered by the State of Tennessee in 1835. In 1846, the Memphis and Charleston Railroad acquired the property and assets of the



Map 1.3

## University District

0 900 1,800 3,600 Feet

### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: 2006 Shelby County Assessor  
Parcel Files



# Background

LaGrange and Memphis Railroad. In 1898, this was acquired by Southern Railway Company, its' present-day owner (Tille, 1979). The railroad's establishment of Buntyn Station, near today's Memphis Country Club, and Normal Depot, which was located on the north side of the tracks across Walker Avenue from the University's Alumni Mall, encouraged commercial and residential land uses around the stations in the late 1800s. In the 1920s, commercial land use grew along Highland Street and much of the neighborhood commercial development near the stations either withered away or moved to the Highland Street area.

In 1909, Tennessee's General Assembly established the West Tennessee State Normal School on an 80 acre site at the eastern edge of the city. Southern Railways constructed a "stub" track to carry constructions materials for the administration building to the site (Rea, 1984, p. 99) and began construction on Normal Depot on Walker Avenue. Construction on the school and the depot was completed in the fall of 1912 and on September 12, 1912, the Normal School opened. Eventually, the Memphis Street Railway extended the trolley car line out to the Normal School campus and installed a turn-around loop north of

Walker just past Patterson Street (Rea, 1984, p. 103).

Memphis' eastward expansion met up with the developing Buntyn and Normal neighborhoods in the early 1920s. Substantial growth occurred throughout the University District area in the first half of the 20<sup>th</sup> century. In 1949, Lowenstein's East opened at Poplar Plaza, anchoring a massive new retail development. Also in the late 1940s, Normal Depot was sold to the University and the Memphis trolley extension to campus was closed.

By 1960, residential development of the University District was generally complete (Memphis and Shelby County Office of Planning and Development, 1982). However, the University District's largest resident was preparing to grow dramatically. During the presidency of Cecil C. Humphreys, Memphis State University, as it had come to be called, would experience a 245.9 percent increase in students — the second highest in the country. The school enrolled 4,937 for the 1959-1960 academic year; by 1972, enrollment would exceed 21,000 students. In 1965 alone, the University enrolled 2,500 students over the previous year (Sorrels, 1987, p. 9). In contrast, the University's current growth plan seeks to add

approximately 2,500 students over the next 4 years.

Additional students created a need for additional teaching and housing facilities and the University acquired approximately 104 acres of land adjacent to the original campus between 1960 and 1972. More students meant more traffic and a higher demand for rental housing surrounding the campus, as well as an increase in demand for retail services in the area. The University's growth leveled off after 1972.

## University Neighborhood Partnership

Over the past 20 years, universities nation-wide have begun using university-community partnerships to more effectively integrate their campuses and institutional goals with surrounding communities. The University of Memphis, while very active in many parts of the community, saw that it could play an active role in building the capacity of the University District and working with residents on redevelopment issues, while fulfilling its mission as a metropolitan engaged university. In 2006, the University Neighborhood Partnership was created as a partnership between The University of Memphis, neighborhood groups, and public and private entities to support economic and social development in the University

District. The Partnership grew out of the Office of the Provost's Strengthening Communities Focus Area.

Under the auspices of the President of The University of Memphis, faculty from every college, senior staff from Business & Finance and Student Affairs, and representatives from the City of Memphis and Shelby County have joined with neighborhood organizations to comprehensively address social, health, urban design and safety issues in neighborhoods surrounding The University of Memphis.

### Planning Process

In **Phase I: Existing Conditions**, the consulting team conducted a land use and property condition survey, analyzed demographic, housing and transportation data and reviewed a variety of existing studies and research about the University District and its development. This analysis was presented at a community meeting on October 16, 2007. (All public meetings were held at St. Luke's United Methodist Church on Highland St.) Approximately 150 community residents attended the first meeting where attendees were asked to list what they liked and disliked about their neighborhoods, as well as what they would like to see in the future for their neighborhoods. These responses were prioritized by the participants,

recorded, and synthesized with the existing conditions data to form the basis for the plan.

**Phase II: Vision 2030—Principles, Goals and Policies for Future Growth** addressed the issues identified in Phase I. The creation of a sense of place provided the overarching vision for the development of guiding principles that shaped the consulting team's recommended goals and policies Phase II was presented to the community on November 13, 2007. Community members were given blank University District base maps and asked to design their own vision for the future. The consulting team used the residents' designs to develop a comprehensive long-term vision for the University District.

**Phase III: Strategies for Implementation** was presented to the community on December 11, 2007. The third phase of the design process involved developing recommendations for implementation of the comprehensive plan's vision. Again, feedback was collected from meeting participants and integrated into the Plan.

This document is the University District Comprehensive Plan developed by the consulting team in Fall 2007 and subsequently reviewed and finalized by the partners.

### Previous Studies

Of previous plans and studies listed below, none covers all of the area included in the UDCP.

- The **University District Plan** produced by the Memphis/Shelby County Office of Planning & Development (OPD) in 1982.
- The **Highland Area Master Plan** commissioned by the UNDC and adopted by the UNDC board in 2006.
- The **University of Memphis Campus Master Plan**, adopted by the Tennessee Board of Regents in 2007.

The 1982 University District Plan identified several land use and zoning conflicts; area traffic congestion; and, while it described the overall image of the area as "positive," it suggested commercial strip areas were negatively impacting this image. Recommendations to address these issues were made, including a recommendation that the Memphis State University campus be rezoned to a College and University District zone and that any developments by the University outside the zone be subjected to a district plan update.

Both the **Highland Area Master**

# Organization of Report

**Plan** (2006) and the **University's Campus Master Plan** (2007) consider the importance of quality development and redevelopment in the University area. In particular, the plans consider the appearance, types of uses, and integration of community at the edge of the campus. The plans call for renewed interest in the university-community relationship and recognition of their reciprocal influence.

## Organization of Report

This plan is divided into three sections that parallel the three planning phases identified above. The next chapter examines the existing conditions of the University District. Included in Section II is an analysis of land uses, zoning conflicts, demographic and housing data, transportation infrastructure, community facilities, and property and environmental conditions. This section, along with the input from the first community meeting, lays the foundation on which the principles, goals and policies are formed.

Section III of the Plan outlines the principles, goals and policies to guide future growth and development in the University District. The principles create an overarching vision to be realized through the implementation of certain policies that aim to achieve particular goals.

The final section (Section IV) focuses on implementation strategies through which the vision will be realized including finance, regulation, and organization components.

The appendix includes additional information from Section II, Section III and Section IV. These appendices include detailed supporting documentation for the ideas presented in the referenced section.

It is important to note that this Plan alone will not be sufficient as the final guide to future development in the University District. Further studies must be undertaken to reach the desired outcomes, which are outlined in the final chapter. The University District Comprehensive Plan should also be updated periodically and should be combined with the process of updating the Campus Master Plan.

# Evaluations of Conditions and Trends

An understanding of how a community has developed enables more informed decision as to how it will change in the future. Studying past development and recent growth trends for the University District allows for a better analysis of any potential weaknesses that should be addressed and the identification of available strengths, which should be built upon and expanded. What follows is a summary of the most relevant conditions and trends in the University District while a more detailed picture

is contained in the appendix to this section. These conditions and trends help determine where and how future development might occur.

## Population

Population information is derived from census tract data. Census tract boundaries are generally synonymous with the district's established neighborhood boundaries. (See Map 2.1, Greater University Area Census Tract Boundaries) The Census Bureau estimates that in 2006, the University District popula-

tion was 13,005 and the GUA population was 64,741.

Since 1960 the UD experienced a decline in population with the only increase between 1990 and 2000.

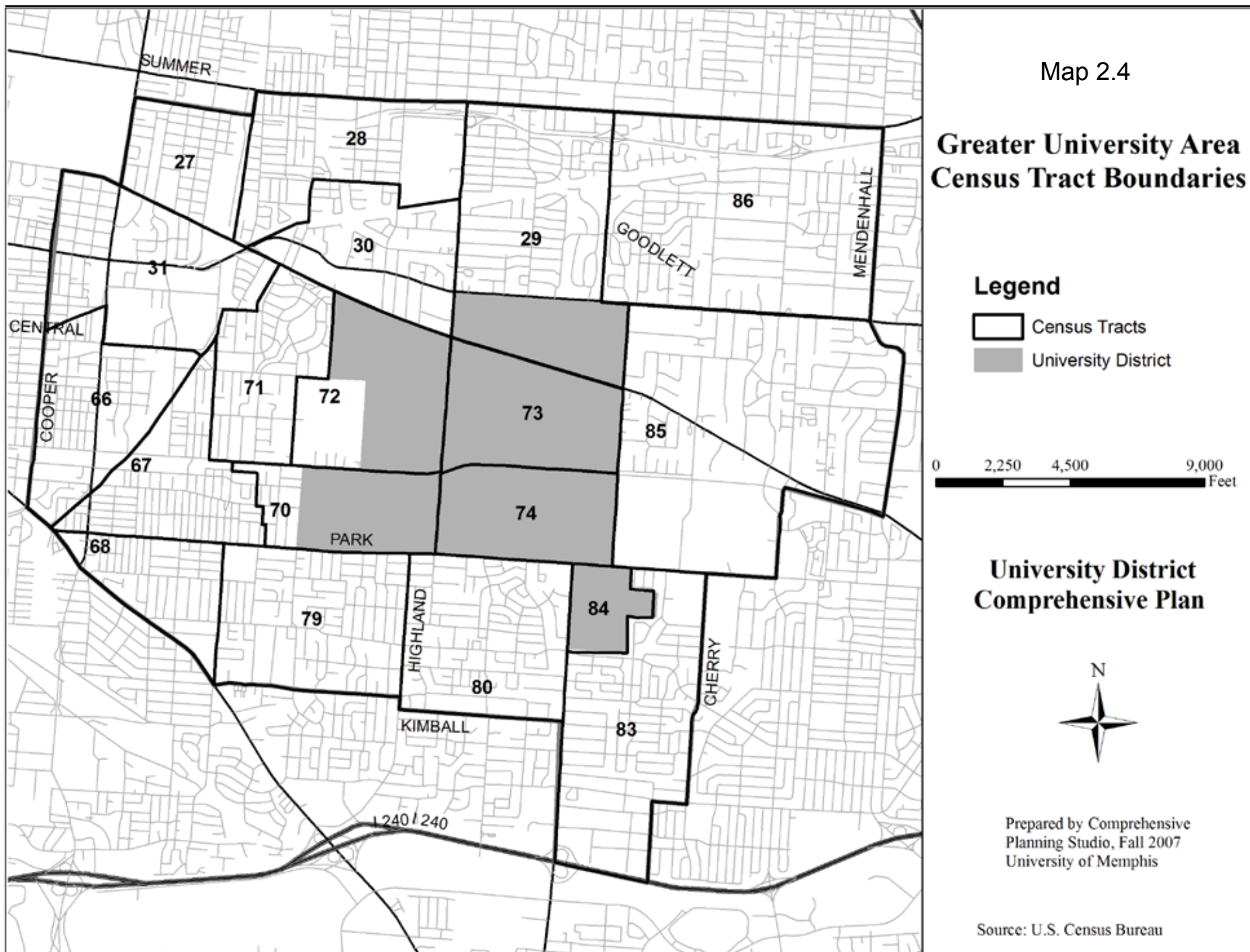
- Population in the UD and the GUA is expected to grow slightly between 2006 and 2011.
- In census tracts experiencing population growth it is often associated with an increase in multi-family and/or elderly high rise units.

**Table 2.1: Study Area Population Change**

Geography	1960	1970	1980	1990	2000	% Change 1990- 2000	2006 estimate	% Change 2000- 2006	2011 projec- tion	% Change 2006- 2011
CT 29 (Red Acres)	N/A	1,227	926	617	634	2.8%	636	0%	641	1%
CT 70 (UANC)	3,748	3,575	3,681	3,940	3,831	-2.8%	3,680	-4%	3,573	-3%
CT 72 (East Buntyn/ Joffree)	3,440	2,859	2,407	2,431	2,529	4.0%	2,453	-3%	2,397	-2%
CT 73 (Normal Station)	2,817	2,564	4,078	2,451	3,709	51.3%	3,622	-2%	3,557	-2%
CT 74 (Messick Buntyn)	4,306	4,943	3,092	3,187	3,347	5.0%	3,250	-3%	3,184	-2%
Total UD	14,311	13,941	13,258	12,626	14,050	11.3%	13,005	-7%	13,352	3%
Total GUA	96,751	92,532	78,367	75,621	71,293	-5.7%	64,741	-9%	69,703	8%
Total Shelby County	627,019	722,111	777,113	826,330	897,472	8.6%	910,291	1%	920,280	1%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow







# Evaluations of Conditions and Trends

- The predominance of the student population contributes to a smaller household size, a higher turnover rate of households and a lower percentage of households without children than the rest of Shelby County.
- The UD has approximately the same percentage of single parent households as the rest of Shelby County, with some variety in this statistic by census tract.
- The University District differs greatly from the age composition of Shelby County and the GUA with a quarter of its residents between 18 and 24. (9.7% in Shelby County).
- The UD also has a higher (14.5% compared to 10%) percentage of people 65 or over.
- 22.3% of UD residents have at least a Bachelor's degree compared to 16.4% countywide.
- The median household income for the UD was estimated at \$34,082 for 2006, down 4.1% from 2000.
- The UD median household income estimate for 2006 was 85% of the estimate countywide and is expected to widen further.
- The UD poverty rate is consistent with the county as a whole.

## Housing

Single family residential is the predominant housing type in the district with multi-family residential located primarily in the areas to the south and west of the University Campus.

In 2000 there were 6,624 housing units in the district. The median owner-occupied home value in the district was \$87,762 in 2000, up 34% since 1990, with great variety of house cost within the district itself.

The concentration of students resulted in a lower percentage of homeowners in the UD (44%) compared to the Shelby County (58.8%) in 2006.

## Land Use

A parcel-by-parcel survey of the UD was conducted during this planning process to construct a land use map and a property and lot condition map for the area. Map 2.1 shows the results of the land use survey. A summary of land use and property conditions for each of the six neighborhoods is contained in the appendix.

## Zoning

Current zoning is shown on Map 2.3 in the appendix. The current zoning in the district is complex, has been cobbled together over decades and may not adequately serve the principles and

goals established for the development and quality of life in the district. A countywide review of zoning is currently underway. A significant portion of the Messick-Buntyn neighborhood and the southern edge of East Buntyn is zoned for duplex uses and is at odds with the actual single family use and could pose a destabilizing effect on the neighborhood if residences are converted to two-family units.

## Property Conditions

The vast majority of buildings in the District are in sound condition. Most of the environmental problems are caused by yards or lots that are not well maintained or have accumulated litter.

## Property Ownership and Value

A total of 630 acres (574 parcels), or just over 37% of land, in the district are exempt from property taxes. The State of Tennessee Board of Regents owns 363 acres with the City of Memphis being the second largest owner of tax exempt land. Individual private property values range from \$50,000 in Messick Buntyn to over \$250,000 in Red Acres and Grandview Heights.

## Transportation

The UD is located in a prime area of the Memphis urban area and is no more than 15 minutes from any major origin

# Evaluations of Conditions and Trends

or destination for work, school, or health and recreational services. Road access is superior and walking is easy except along major arterials. Bus service is available.

## Streets and Roads

There are several problem street intersections in the area due to at-grade railroad crossings, alignment issues, etc. Most of the problems are associated with Southern Ave. and in particular with the Southern and Walker intersections at Highland and Patterson. A number of streets need paving maintenance.

The Memphis Metropolitan Planning Organization (MPO) lists improvements to Poplar Avenue and expansions to Southern Avenue in the long range transportation plan (2020-2026).

## Sidewalks and Bikes

A survey of sidewalks in the UD was undertaken during the planning process. A majority of the study area has sidewalks on at least one side of the street but walkability would be greatly improved with sidewalks on both sides of streets. Most sidewalks are in fair condition but extensive curb cuts on Park Avenue and Highland negatively impact pedestrian safety.

Two recreational bike routes are located in the GUA. The majority of

bike racks and bike support facilities are located on and adjacent to campus.

## Public Transit

Memphis Area Transit Authority (MATA) provides bus service throughout the UD and GUA. MATA currently has no plans to expand within the UD. Existing routes provide service Monday through Friday from early morning to late evening and some provide service on Saturday and Sunday. There is a gap in service along Highland in the middle of the day.

## Rail

MATA and the MPO acknowledge the UD may be a candidate in the future for light rail transit facilities and service.

The Southern Railway line that parallels Southern Avenue is a heavily traveled freight rail line and has been a constant source of physical and psychological division for the neighborhood, inhibiting redevelopment and establishment of a quality pedestrian environment.

## Community Facilities

### Schools

The Memphis City School System operates four elementary schools, four middle schools and two high schools that serve area students but only one of them, Campus School is located within district boundaries. Two private elementaries operate as well.

## Libraries

The Highland St. Library and the Central Library are located in the UD. The Highland St. Library service area includes the University Planning District and Orange Mound, Buntyn and Normal Station neighborhoods. The Central Library serves the Memphis metropolitan area. The University of Memphis makes some of its library resources available to the general public.

## Parks

A Comprehensive Master Parks Plan was completed in 1999 for the Memphis Park Service.

While there are only two city parks within the University District, there are several parks in the GUA that provide recreation areas for the population. The parks located in the University District include Davis Park, which is located adjacent to a community center and has a lighted baseball field and a basketball court, and Galloway Golf Course, a public 18-hole golf course. The parks in the GUA that also serve residents of the University District include East High Sportplex, Chickasaw Lake in Chicksaw Gardens, Audubon, Tobey, Avon and Howze Park. East High Sportplex contains a track and athletic field as well as playground equipment. Audubon provides a lighted softball field, a soccer field, a walking trail, 12 tennis courts,

# Evaluations of Conditions and Trends

and an 18-hole golf course. Tobey Park has multiple ball fields. There is a ball field, basketball court, and play equipment located in Avon Park. Howze Park includes a ball field and a swimming pool.

The University contains a good deal of open space in the center and on the edges of campus that is available for public use (see Map 2.11 in appendix).

## Fire and Police

The UD is served by the Memphis Police Department and parts of the University District have additional coverage by the University Police. The Memphis Fire Department has the sole fire fighting jurisdiction over the UD.

## Utilities

### Electric

Memphis Light Gas and Water is the study area's provider for electric service. The utility company indicates that all property is served, that most electric lines are above ground and that there are no major easements that would restrict future development. No problems regarding capacity based on current usage rates have been identified. There are no immediate plans for major electrical improvements to the Greater University Area or the University District at this time.

### Voice and Data Services

BellSouth and Comcast are the principal providers for voice and data services. Both voice and data services are available to the entire area.

Zayo offers a dedicated internet access (DIA) for businesses and internet service providers (ISP) wishing to maintain high levels of data services.

### Water

The Sheahan Pumping Station serves the University District's water needs by pumping water to various businesses, institutions, and residences. It has a capacity to pump 35 million gallons of water per day. However, on average, it pumps approximately 21 million gallons of water per day, with peak usage occurring during summer months.

The University of Memphis Groundwater Institute works in conjunction with the water division of Memphis Light Gas and Water (MLGW) to monitor the condition of the neighborhood's water supply. In addition, the Tennessee Department of Environment and Conservation has several divisions which monitor groundwater, including the Division of Remediation (DOR), the Division of Underground Storage Tanks (UST), and the Division of Solid Hazardous Waste Management (DSWM).

### Sewer

The existing sewer lines within the University District were designed to accommodate a mixture of uses and have functioned well over the 50 or more years they have been in operation. Many areas in the study area have been developed or are being redeveloped to include uses that generate more waste water than was originally anticipated. Moreover, the sewer lines have not kept up with this growth and therefore may not have the available capacity for additional development.

### Gas

Existing gas infrastructure within the University District is currently functioning under capacity, operating at 29.1 percent of its capacity. The system is designed to operate under winter conditions, the time during which it receives its peak demand.

## The University Campus

University campus facilities are generally informally regarded as community facilities because many university-related activities, such as theatre performances and speakers, are open to the public. The level of activity at the University can be overwhelming for many community residents, especially if directional and event signage is not adequately supplied by the University; and lack of parking on the university's campus can deter the

# Evaluations of Conditions and Trends

public from utilizing campus facilities. A stronger university-community partnership seeks to encourage public use of university facilities, especially by local neighborhood residents.

## Arts & Culture

The Art Museum of Memphis (AMOM) is open Monday-Saturday, 9-5 and is free to the public. Theatre & Dance performances are offered to the public. The minimum membership--Friend of the U of M Theatre--is \$50 per year. Music recitals and performances are offered to the public. The music department also conducts a Community Music School, which offers adult and children private and group lessons and a summer camp. Fees are charged for participation in the Community Music School.

## Sports & Recreation

The University's Hyperplex facilities are available to community residents on a membership basis. A full membership is \$720 per year. There is no indication that sports and recreation facilities are available for community use other than through the purchase of a membership.

## Public Open Space

The University's primary public spaces are located in front of McWhorter Library and to the east of the Administration Building. The Alumni Building

located on Normal Street also has a considerable amount of open space on the south side of the facility. These spaces are accessible to community residents. The University has also been designated as an arboretum and its walking trail is an arboretum trail.

## Library Facilities

Several library facilities are open to the public. These include the McWhorter Library, the Music Library and the Law Library. Non-university patrons cannot check out books and internet access for non-University students, faculty or staff is limited in all libraries.

## Meeting Space

The University has a variety of meeting spaces including the Fogelman Executive Center, the FedEx Institute and the Michael D. Rose Theatre. These facilities are made available to the public and fees are charged for the use of the facilities and services provided.

## Environmental Conditions

### Drainage

The University District is primarily located in the Black Bayou Drainage District which is part of the Nonconnah Basin. Poplar Avenue serves as the main ridge line with areas south draining into the Nonconnah and land north eventually draining into the Wolf River. (See map 2.13 in appendix.)

With increased additions of impervious surfaces, storm water runoff has created flooding problems during periods of heavy rain. To mitigate the increasing incidence of flooding in the Normal Station neighborhood, city engineers increased the overall capacity of the Black Bayou drainage by removing material from the Bayou's bottom and by removing bridge pilings which were causing water backup during periods of intense runoff.

### Soils

Soils comprise an important component of any environmental survey. Soil properties like texture, structure, or density play an important role in determining the types of urban uses that are best suited for that particular location. Overall, there are few limitations in the University District, due in large part to the fact that the area has been urbanized for a number of years. The primary soil types that can be found throughout the study area can be seen in map 2.13 located in the appendix.

Both drainage and soil conditions contribute to the overall capacity of infill and redevelopment in the University District. New development and improved public right-of-way must consider rain-water run-off and erosion as factors in future sustainability.



**V**ision 2030 establishes the partners' future desires for growth over the next two decades. With the exception of University-related land development, the University District has experienced relatively little commercial or residential development since the 1960s. The 2007 University Campus Master Plan indicates that future University growth is planned for the University West area between Patterson and Highland streets and on Southern Ave. between Minor and Normal streets. Redevelopment of other portions of the University District is anticipated and encouraged by the neighborhood associations. The UNDC board has adopted a master plan for the Highland corridor. Vision 2030 extends upon these plans and suggests a comprehensive vision and guiding principles for the area based on creating a sense of place.

Sense of place refers to those characteristics that make the University District a unique place to live and work. Some of these characteristics may be physical, such as building architecture, neighborhood design or the University campuses. Other characteristics may be less tangible, such as the quality of life that the University District offers, the social networks developed by many of the neighborhood residents or the

area's cultural traditions. Sense of place serves an important function in creating sustainable communities, since it attracts new residents replacing those lost through normal out-migration and encourages resident retention.

### Guiding Principles

The partners and community residents seek a revitalized University District that is walkable, well-connected and vibrant. A strong sense of place will be shared by all neighborhood residents, employees, and visitors through the application and integration of guiding principles. An important aspect of this unique sense of place is its heightened level of attractiveness to highly creative individuals, who seek arts and culture, recreation, entertainment and an invitation to join the intellectual life of a university integrated with its community. The following are normative principles to guide decision-making that, if followed by the UD Partners, will lead to growth and development commensurate with the vision set forth in this plan.

#### Identity

The University District should exhibit a unique identity through its form, institutions, history and culture within definable boundaries. This may be accomplished in part through the use of signature gateways, delineation of edges, integration of seams and

enhancement of landmarks and neighborhoods.

#### Diversity

The University District should offer a place with a multi-cultural atmosphere and opportunities for those in all income brackets and ages to live, learn, work and recreate.

#### Connectivity

The University District should offer a seamless integrated community that encourages meaningful connections between people and places. Pedestrian walkways, bike friendly streets, and accessibility to multiple modes of transportation can enhance connectivity.

#### Urban Density

The University District should encourage urban population densities that creates vibrancy by maximizing the use of infrastructure, supporting multiple modes of transportation, promoting variety in housing options, increasing successful commercial and retail uses and conserving open space

#### Green Environment

The University District should demonstrate its commitment to the preservation and conservation of natural resources in its built environment, neighborhood form and sustainable living practices.



## Community Safety

The University District should ensure the comfort and safety in daily life, work and play of its residents, workers and visitors. Innovative approaches to community safety such as environmental design and community police problem-solving techniques could be utilized.

## Arts & Culture

The University District should exhibit the arts and cultural offerings of the District as a way of enhancing the area's identity. Promoting the arts—including public art, the University's art museum, the area's cultural heritage and a thriving entertainment district—encourages development of a sense of place and vibrant community.

## Urban Technology

The University District should encourage a quality of life for residents and a competitive business environment by promoting the development of high performance infrastructure.

## Partnership

The University District should exemplify a strong university-community partnership. Mutually beneficial development and promotional opportunities should be explored as one way of emphasizing this partnership.

## Life Long Learning

The University District should be recognizable as a place that offers life-long learning opportunities. This may include encouraging the expansion/creation of accessibility to accredited learning for early childhood development, primary and secondary education, higher education, continuing education and older adult enrichment.

## Land Development

Although the University Neighborhood is a developed community, some of the form and function of this development is not conducive to the long-term vision for the area. Redevelopment and revitalization influenced by the guiding principles can capitalize upon opportunities and reinforce community sustainability in future design. For example, strip commercial development, particularly along Park Avenue between Highland St. and Getwell Rd., would benefit from improved connectivity, an enhanced identity, and greater diversity. Goals and policy recommendations for Residential, Commercial and Institutional land uses are presented in this section.

Substandard property maintenance is one of primary issues confronting the University District. Neglected properties, or problem properties, are either vacant land or land with improvements, that are in violation of the City's housing

code and anti-neglect ordinance. Problem properties can be unsafe and/or visually undesirable, lead to a decline in the value of the property and its surrounding properties, encourage criminal activity and reduce the vitality and sustainability of a neighborhood. Because problem properties span the range of land uses, it is included as an introductory issue for land development. (Note: for a full description of goals and policy recommendations, please see Section iii of the appendix.)

### **Land Development Issue:**

*Problem properties negatively impact the University District and lead to decreased property values.*

### **Goal**

- Eliminate problem properties in the University District and improve ongoing maintenance of all properties.

### **Residential**

Residential units within the sub-areas of the University District are generally consistent as to style, price and maintenance. However, conflicts exist which cause problems for future prosperity.

### **Residential Issue (1):**

*Large number of single family rental units with lowered maintenance in addition to scattered substandard housing and lots is creating instability and lowered property values.*

**Goal**

- Attract single-family homeowners.

**Residential Issue (2):**

*Multifamily rental housing is becoming marginally productive with resulting maintenance and occupancy problems negatively affecting single family land uses and quality of life.*

**Goal**

- Ensure compatibility between multi-family and single family developments.

**Residential Issue (3):**

*Duplex zoning over single family areas threatens stability for owner occupied housing.*

**Goals**

- Restore single-family zoning to single-family areas.
- Encourage development of multi-family, townhome and condominium housing options in appropriate locations.

**Residential Issue (4):**

*Overflow parking from the university blocks residents' access to their homes and contributes to lowered property values.*

**Goal**

- Encourage appropriate use of parking in University District.

**Residential Issue (5):**

*Student housing choices are limited to campus-supplied housing or marginal rental units lacking connectivity to the University and/or University District commercial, retail and recreational uses.*

**Goal**

- Develop high density housing adjacent to the University.

**Commercial**

Poplar Ave., Highland St. and Park Ave. serve not only as major transportation arterials, but also as locations for majority of the commercial uses in the University District. The community residents and stakeholders described the condition of these commercial uses as a liability to the neighborhood. Auto-oriented businesses dominate the commercial areas, and narrow, disconnected sidewalks discourage pedestrian access.

Neglected commercial properties also act as a blighting influence on the surrounding residential neighborhoods. These very same residents and stakeholders envisioned a South Highland Street with more dense, walkable commercial areas, geared towards neighborhood residents, not just long-distance commuters driving through the neighborhood. They foresaw Park Avenue returned to its original residential use, free from the plethora of

unsustainable, come-and-go businesses that blemish the streetscape.

**Commercial Issue:**

*Run down and neglected commercial uses along Park and Highland discourage pedestrian access and act as blighting influences on surrounding residential areas.*

**Goals**

- Promote vibrant and walkable commercial and mixed-use development in the University District.
- Develop pedestrian-friendly streetscapes in and around neighborhood commercial areas.



Photo 3.1-Blighted commercial area along Highland Street. (Source: Studio Photography)

## Institutional

Land uses by religious and fraternal organizations have been affected by a shifting local demographic base, the reorientation of fraternal organizations' role in today's society, and declines in resources distributed from regional and national affiliated organizations.

### **Institutional Issue:**

*Declining membership in religious and fraternal organizations results in less diversity and fewer neighborhood anchors.*

## Goal

- Redevelop abandoned religious and fraternal organization land uses as community facilities or other nonprofit uses.

## Transportation

Multiple modes of transportation encourage reduced reliance upon the automobile as the primary form of transportation. A reduction in automobile traffic has positive effects including enhancing the walkability and connectivity of the University District, improving air quality and reducing other negative environmental effects; creating safer streets—especially in residential areas—and increasing the health and well-being of community residents by providing walkable routes as an alternative. Sustainable urban neighbor-

hoods offer accessibility to multiple modes of transportation. Connectivity between neighborhoods is enhanced and supports the development of a sense of place. A more diverse population can be developed as residents find that alternate forms of transportation support their lifestyle choices. In this section, we address issues related to Streets, Sidewalks and Pedestrian Trails, Public transit and Bicycle Facilities by establishing goals and policies designed to encourage multiple modes of transportation.

## Streets

Streets provide the connectivity among District neighborhoods and serve as the dominant public use for automobiles, bicycles and pedestrians.



Photo 3.2: Pedestrian traffic in a university setting

### **Streets Issue (1):**

*Major streets in the study area such as Central, Highland, and Southern discourage non-motorized modes of transportation and create barriers between neighborhoods.*

## Goals

- Redevelop Southern, Highland and Central avenues as high-performance streets that promote connectivity between neighborhoods.
- Encourage significant pedestrian activity throughout the University District.

### **Streets Issue (2):**

*Congestion on Park Ave. and Highland St. increases "pass-through" traffic in residential areas.*

## Goal

- Preserve traditional street grid system throughout the neighborhood while discouraging pass-through external traffic.

### **Streets Issue (3):**

*Paved surfaces to support automotive traffic create a range of secondary impacts on the surrounding community including increased surface runoff, flooding, and visual pollution.*



**Goals**

- Decrease surface runoff from impervious surfaces such as parking lots.
- Improve visual impact of University District parking areas.

**Sidewalks and Pedestrian Trails**

Photo 3.4: Lack of sidewalks creates safety issues and reduces neighborhood walkability. (Source: Studio Photography).

**Sidewalks Issue:**

Residents of the University District indicate that many areas are not pedestrian friendly, especially around the railroad tracks and along major streets.

**Goal**

- Provide a safe, convenient and complete sidewalk systems throughout the University District.

**Public Transit****Public Transit Issue (1):**

*Distances between activity nodes discourage widespread use of commercial and public facilities in the University District.*

**Goal**

- Improve intra-district public transportation to increase connectivity to neighborhood businesses, community facilities and the University.

**Public Transit Issue (2):**

*There is a need to establish how light rail transit would work in conjunction with existing bus service or the proposed neighborhood shuttle system when it becomes a viable mode of transportation.*

**Goal**

- Establish a frequent and accessible multi-modal transit system within the University District that is linked to proposed light rail corridors

**Bicycle Facilities****Bicycle Facilities Issue:**

*Streets and other public spaces discourage the use of bicycles for transportation purposes and increase the number of barriers for both recreational and commuter cyclists.*

**Goal**

- Provide safe and convenient bicycle accessibility to the University District.



Photo 3.5: Current conditions make streets inaccessible for recreational and commuter bikers. (Source: Looney Ricks Kiss Architects, Inc.)

**Community Facilities**

Community facilities provide a vast array of services to community residents. Opportunities for life-long learning, from early childhood development programs to adult personal enrichment courses, can be offered through schools and libraries. People are encouraged to make long-term commitments to neighborhoods when these resources are supplied. Local arts and culture can also benefit from educational facilities. Parks and other recreational areas provide community meeting spaces, stimulate outdoor activities and contribute to a positive living environ-

ment. Access to health and wellness facilities within neighborhood communities enhances the livability of the area. Community-oriented safety services and programs more effectively respond to the needs of residents. Public utilities that can accommodate higher urban densities provide the structure needed for revitalization and growth through real estate development. The Community Facilities section reviews those issues identified through data analysis and community input and offers goals and policies to expand accessibility to community facilities in the University District.

## Schools and Libraries



Photo 3.5: Highland Library (Source: Studio Photography)

### **Schools Issue:**

*There are limited public education facilities available within the University District.*

### **Goal**

- Establish quality pre-K through 12 public education in the University District.

### **Libraries Issue:**

*The main University library and the Highland branch of the Memphis library system are not linked to maximize access and resources to the University District*

### **Goal**

- Enhance linkages among libraries in the University District.

## Parks and Recreation

### **Parks and Recreation Issue:**

*There is a need for more neighborhood parks throughout the University District. Vacant land interspersed throughout the area could be converted from liabilities that encourage the accumulation of trash and proliferation of illicit activities into assets that are monitored and maintained by neighborhood associations.*

### **Goals**

- Utilize vacant lots for community gardens.
- Create an area along the Black Bayou drainage way that invites use and improves area aesthetics.
- Encourage robust neighborhood parks.

- Expand the University arboretum into surrounding neighborhoods and create a walking trail system that encourages neighborhood residents to walk and explore the area.

## Health and Wellness.



Photo 3.6: Orange Mound Community Garden marker. (Source: [www.midsouthpeace.org](http://www.midsouthpeace.org))

Several issues pertaining to health and wellness were uncovered during community meetings. Some of these health related issues dealt with lack of access to primary care facilities. Others focused more on the preventative measures such as exercise facilities, dietary advice, and psychological well being. These issues were synthesized into the following two Health and Wellness Issues.

### **Health and Wellness Issue (1):**

*While some minor medical facilities are located within the University District, the*



# Vision 2030

*overall lack of public medical care facilities places burdens on aging residents and residents lacking dependable transportation.*

## Goal

- Promote coordinated and cooperative efforts among university and public and private medical resources to provide medical, dental, vision, and psychological therapeutic centers that are accessible for students and neighborhood residents.

## Health and Wellness Issue (2):

*Outlets for preventative medical treatment and exercise facilities operated by the public and the University are not well known. Lack of improved bikeways and walkways and the perception of lack of safety impede the walkability and bikeability of streets and neighborhoods and decrease the likelihood of non-auto commuting.*

## Goal

- Promote the enhanced use of wellness facilities.

## Safety

Personal safety was consistently mentioned as a primary issue for citizens in the University District. Residents concerns included violent and non-violent crime rates, lack of community policing, limited jurisdiction of the

University Police, and lack of involvement in the community by the Memphis Police Department. The following issues goals and policies address the concerns voiced by the neighborhood residents



Photo 3.7: The University District has double coverage of University Police and Memphis Police. (Source: Studio Photography)

## Safety Issue (1):

*While the double coverage of University Police and Memphis Police Department is a good asset and crime in the area is comparatively lower than in other parts of the city there is a sense of lack of safety in the neighborhood.*

## Goal

- Reduce crime and the perception of crime in the University District.

## Safety Issue (2):

*Lack of good urban design has led to a lack of activity on the streets and a lack of natural guardianship which has*

*led to an increase in reinforcements for criminal activity.*

## Goal

- Utilize Crime Prevention through Environmental Design (CPTED) techniques to reduce criminal activity.

## Utilities



Photo 3.8-Location and configuration of utilities on Highland St. negatively impacts the commercial area. (Source: Studio Photography)

## Utilities Issue:

*Providing crucial infrastructure is paramount. The University Neighborhood currently has access to adequate utilities but evidence suggests some deficiencies and opportunities for enhancements.*

# Map 3.1

## Vision Realized

### Legend

- Town Center
- Mixed Use Commercial Center
- Market-Rate Residential
- Public/Private Mix - University
- University Campus
- Highland Corridor
- Health Services/Retail Center
- Neighborhood Preservation and Revitalization
- Park and Open Space
- UD District Gateway
- Landmarks
- Park & Arboretum Trail System
- Enhanced Pedestrian Pathway
- +

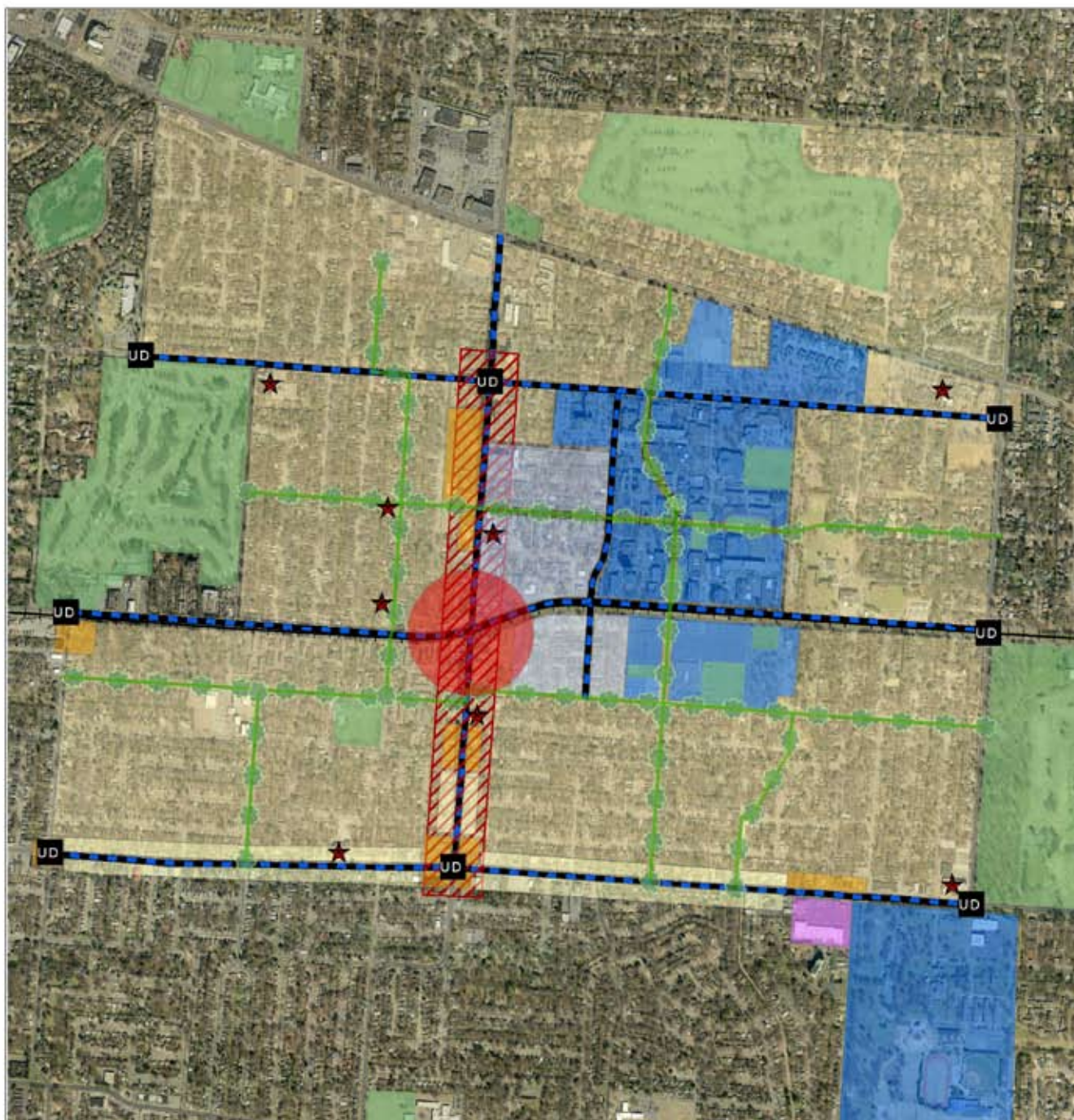
 Transit Line

0 900 1,800 3,600 Feet

### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis





**Goals**

- Encourage underground utilities where appropriate.
- Maintain adequate electric, water and gas service to the University District.
- Sanitary sewer service to the University District should match the community's desired growth and development.
- Position the University District to be a desirable location for companies demanding state of the art data services and for residents needing wireless and improved data services.

**The Vision Realized**

This section responds to the principles, goals and policies with specific development concepts and projects located within the University District. It anticipates the need for controls such as enhanced site and design review by the UD partners in conformance with this plan. The following narrative discusses the elements of Map 3.1, Vision Realized.

**Market Rate Residential (New)**

These spaces should be transformed to new general market housing at a density that blends and extends the

character of existing housing and adjacent development.

Similarly, market rate residential can provide a beneficial alternative use to the commercial and office conversions that dot the streetscape on Park and at the same time strengthen the residential character of the neighborhoods.



**Photo 3.9: Rendering of the Poag & McEwan Lifestyles Center, to be located at the corner of Highland and Midland streets.**

**University Campus**

This area is the traditional institutional campus with its general orientation to research, teaching and public gathering buildings. The strong pedestrian environment should continue; and surface parking should give way to dual purpose

parking structures with new campus buildings.

**Public/Private Mix – University**

This space could contain a combination of market housing, offices, retail sales/services, and University public facilities for a variety of age groups. This space is the critical location for blending institutional functions with private for-profit activities. The two “public/private mix – university” areas present great opportunities for the University to create partnerships, increase access to technology and information resources, and help to foster a spirit of life-long learning throughout the entire District.

Surface parking in the University District should be replaced by dual purpose parking structures with non-institutional uses such as housing, retail and offices.

The area west of Patterson, bounded by Norriswood, Highland and Walker, should also be a mixed use area with a combination of University facilities and private facilities developed to serve as a transition zone between the institutional campus and surrounding neighborhoods.

**Health Services/Retail Center**

This existing shopping center at Getwell and Park should be upgraded with a mix of health services and retail businesses. The health services could

# Vision 2030

include a wellness center and public health promotion, counseling, optometry, dentistry, pharmacy, psychology, speech therapy, audiology, and general medicine for students, faculty, and residents of the University District.

## Mixed Use Commercial Center

Marginal retail along Highland and Park should give way to more concentrated mixed use commercial centers, which would include housing blended to compliment both the commercial and the dominant single family housing. Photo 3.9 is a rendering of Highland Row, a Poag & McEwen Lifestyles Center that will be located on the northwest corner of Highland and Midland. This image gives a good indication of the change in character that these mixed use developments represent to the neighborhood. Not only do they help establish an urban density necessary to sustain a vibrant neighborhood town center, but they also add to the overall transformation from suburban, auto-oriented strip developments to an urban village, with local amenities, services and a variety of residential choices adding to neighborhood diversity.

## Town Center

This area would be the central focus of the University District. Both public and private service facilities should be concentrated and shaped to function as

the District's cultural and commercial core. A variety of restaurants, shops, live entertainment, employment and housing should be developed at an urban density that can be supported by the residents of the community and can attract visitors from throughout the Memphis area. Unique streetscapes should be characterized by wider sidewalks to support more foot traffic, human-scale street furniture to create more inviting public spaces, and distinctive signage and locational features to create a sense of place and character for the town center that connects it to the entire University District.

## Light Rail Transit

The Metropolitan Planning Organization has proposed a light rail transit line from downtown Memphis to Collierville as part of its long range transportation plan. The Norfolk-Southern rail line should be used for this purpose.

## Enhanced Pedestrian Pathway

The major streets that tie the campus to the larger urban area should be improved with traffic calming facilities including raised medians, widened sidewalks, street trees, street furniture, a reduction in the number of curb cuts, better crosswalks, and reduced speed limits. These features would create a more pedestrian-oriented transporta-

tion network and increase the District's connectivity.

## Park and Arboretum Trail System



Photo 3.10: Vision for a park and arboretum trail system. (Source: <http://www.pedbikeimages.org>)

The trail system presents an opportunity to increase not only the connectivity between the various sub-neighborhoods, but also the community's connectivity with the natural environment. New parks or green oases should be created within sub-neighborhoods along an improved sidewalk and tree trail, which links all areas to the central campus. Photo 3.10 shows what this trail might look like. The trail should exceed handicapped standards and have special lighting. The trail should extend the central campus' designation as an arboretum

with numerous new species planted and marked. The entire trail system would signify community unity for the entire University Neighborhood, provide a focus for neighborhood gathering, and reflect the community's commitment to creating a green environment that enhances health, recreational opportunities, and quality of life.

### District Gateway



**Photo 3.11: Cooper-Young gateway, affixed to a trestle on Cooper Street. (Source: Studio Photography)**

Welcoming signs or structures should be placed at key entry points to the University District. A single logo or collage of existing organization logos should be incorporated to brand the District as a special area. These gateways would be an instrumental element in creating a common community identity and a sense of place for the entire University District. Like the Cooper-Young gateway pictured in Photo 3.11, the gateways for the University Neighborhood should reflect the char-

acter and values of the community. The gateways could require partnerships between community stakeholders, local government, and the Urban Art Commission.

### Highland Corridor

The entire length of Highland Street between Central and Park Avenues should become one of the "Great Streets in America" and represent the diversity of cultures attracted to the University District. The Highland Corridor should be the "Main Street" for the District to bring national and international attention to the street for its beauty, safety, walkability and business success.

### Neighborhood Preservation and Revitalization

The majority of the living areas in the University District should continue to be maintained and enhanced. Select revitalization projects in single- and multi-family areas should be targeted for upgrades with home ownership being the desired outcome.



# Map 4.1

## Zoning Changes

### Legend

#### Zoning Recommendations

-  R-S6 Single Family Residential 6,000 Ft<sup>2</sup> minimum
-  R-S10 Single Family Residential 10,000 Ft<sup>2</sup> minimum
-  R-D Residential Duplex
-  R-MM Multiple Dwelling Residential
-  C-L Local Commercial
-  C-N Neighborhood Commercial
-  C-U College and University
-  Special Use Permits
-  Planned Developments
-  UN Boundary

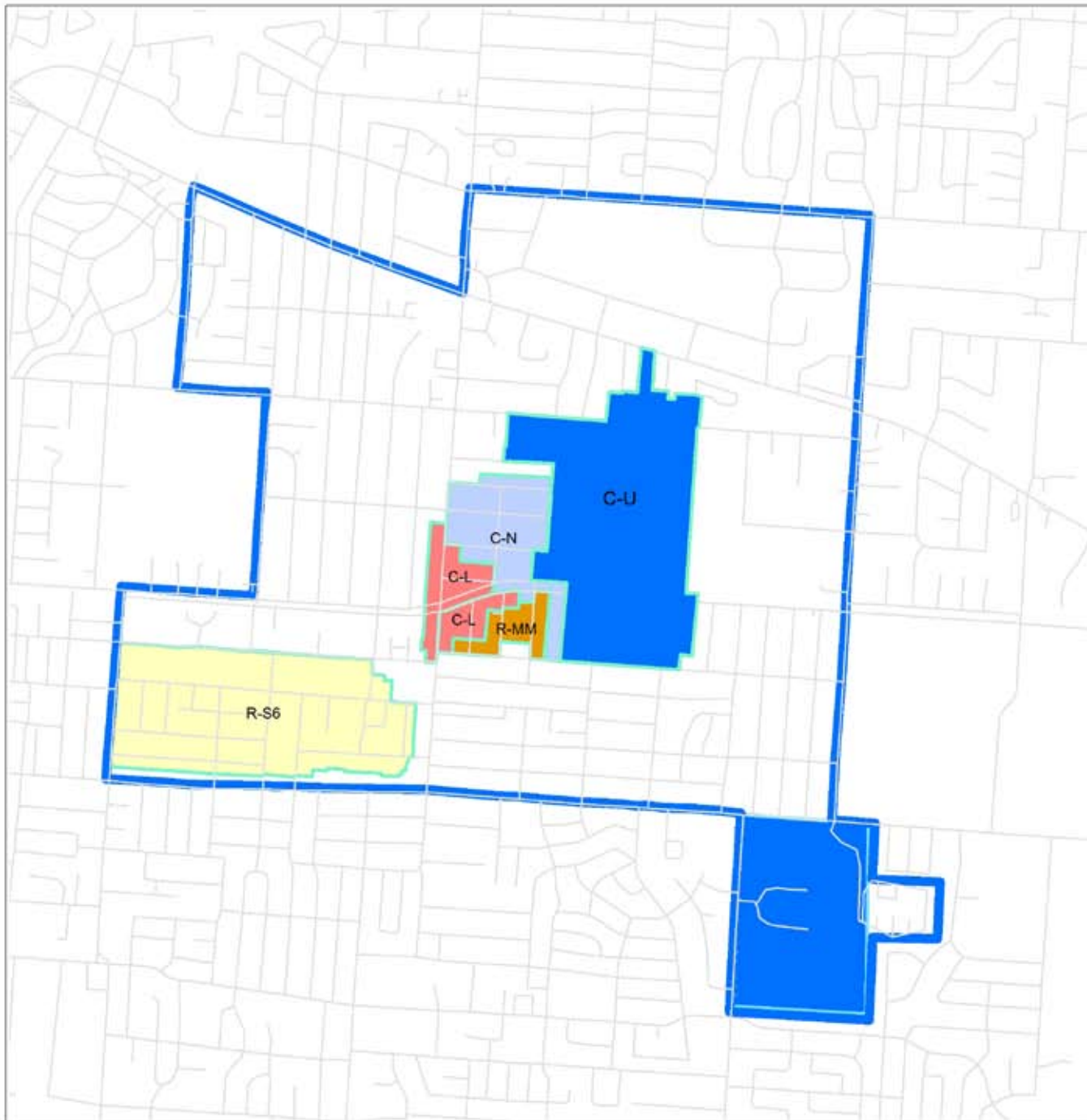
0 1,050 2,100 4,200 Feet

### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: Memphis and Shelby Co.  
Office of Planning and Development



# Implementation Strategies

There are many planning stories of detailed and well thought out plans that are discovered years later at the bottom of a stack of documents behind a planning director's desk or on top of a shelf gathering dust having never been implemented. To prevent a plan from becoming marginalized or forgotten it must be accompanied by strong implementation strategies and have the support of stakeholders who are willing to devote time and energy to facilitating action.

This chapter provides financing, regulatory, and "Next Steps" planning recommendations for use by the UD Partners as they work to implement Vision 2030.

## Finance

Many of Vision 2030's recommendations will require substantial financial backing in order to become a reality. The vast majority of this financing is likely to come from private sector investors, either independently or as a part of a public/private partnership. There are a variety of financing tools available to stimulate private development, such as tax credits, low interest loans, grants, and incentives from federal, state and local sources. Each development project will require a distinct financing strategy. Several available public financing tools

and strategies are described in the appendix to this section.

## Regulation

Current subdivision and zoning regulations for the City of Memphis are set forth in Titles 15 and 16 of the Memphis Code of Ordinances. The general purpose of these regulations is to promote and protect the "health, safety and welfare of the residents of the city and Shelby County (Sec. 16-4-2)." This goal is accomplished by controlling such characteristics as lot subdivision, land use, building height and setbacks, and lot size. In order to prevent "incompatible land uses," zoning regulations determine the type and intensity of actions allowed within various zones that have been designated throughout the city.

Because the regulations are intended to serve as the rules by which our community organizes itself it is important that the rules allow the type of vision that is painted in this Plan. As part of implementing this Plan the existing regulations and the anticipated major changes to these regulations must be considered.

Vision 2030 offers recommended changes to the existing regulations and additionally, examines the current state of the proposed Unified Development

Code. Other suggestions include the adoption of an Overlay District and working with the Office of Code Enforcement to cite property owners who do not adequately maintain their property.

## Recommended Zoning Changes Under Current Zoning Code

Current zoning throughout the University District has been relatively effective at preventing incompatible land uses from negatively affecting adjacent property owners, though as new development continues in the commercial core, further controls will be needed to achieve Vision 2030. Existing land use patterns generally demonstrate zones of appropriate land use and have essentially preserved the general character of residential and commercial zones. However, some changes are needed. Recommended changes are illustrated in Map 4.1 on the previous page and explained in the table on the right.

# Implementation Strategies

## Proposed Unified Development Code

The Memphis and Shelby County Office of Planning and Development is currently in the process of drafting a comprehensive revision of the Memphis and Shelby County Zoning and Subdivision Regulations and will be combining the two into one document to be titled the Memphis and Shelby County Unified Development Code (UDC) [A draft copy of the UDC may be downloaded for review from [www.memphis.code-studio.com](http://www.memphis.code-studio.com)]. The UDC is presently in the public review stages and it is anticipated that the document will be completed for municipal review and approval during 2008.




















A district conversion map showing how current zoning would be converted under the UDC is shown on Map 4.2 on the next page.

In addition to the new zoning districts seen in Map 4.2 (on the next page) there are other tools that the UDC contains including the establishment of Neighborhood Conservation Overlay districts, a new R-3 district (allowing legal lots as small as 3,000 square feet), new frontage requirements, a revised and updated use chart, required site plan review, and generally a more proscriptive approach to how develop-

Zoning Action	Justification
Change the zoning along Highland St. from C-H to C-L.	<ul style="list-style-type: none"> <li>■ Limit the ability of undesirable commercial uses to locate within the area.</li> <li>■ Allow for a more neighborhood-oriented mix of businesses.</li> <li>■ Create a zone that encourages the development of a "Town Center."</li> </ul>
Change portions of Messick-Buntyn neighborhood from R-D to R-S6.	<ul style="list-style-type: none"> <li>■ Encourage more single-family home ownership.</li> <li>■ Maintain and preserve the dominant character of the neighborhood.</li> </ul>
Convert the area between Highland St. and the University of Memphis Main Campus from a mixture of R-MM, C-L and R-S6 to C-N.	<ul style="list-style-type: none"> <li>■ Allow for a natural mix of institutional, medium-density residential and light commercial land uses.</li> </ul>
Re-zone area adjacent to the west side of the University of Memphis Southern Ave. parking lot from R-S6 to R-MM	<ul style="list-style-type: none"> <li>■ Create a more natural transition from commercial land uses along Highland St. to residential in Normal Station.</li> <li>■ Increase the availability of quality affordable housing.</li> </ul>
Re-zone the University of Memphis South Campus from R-S10 to C-U.	<ul style="list-style-type: none"> <li>■ Create a more accurate reflection of current land use.</li> <li>■ Allow for the development of higher intensity research and institutional land uses.</li> </ul>
Re-zone the southeast corner of the intersection of Southern Ave. and Highland St. from C-N to C-L.	<ul style="list-style-type: none"> <li>■ Allow for more continuity of land uses to complete the "Town Center."</li> <li>■ Encourage more development within the core of the Highland Strip commercial node.</li> </ul>

# Map 4.2 Zoning Under Unified Development Code

## UDC Abbreviations

	R-6
	R-8
	R-10
	R-15
	RU-1
	RU-2
	RU-3
	RU-4
	CMU-1
	CMU-2
	CMU-3
	CMP-2
	OG
	EMP
	IH
	P
	Planned Developments
	Special Use Permits
	UN Boundary

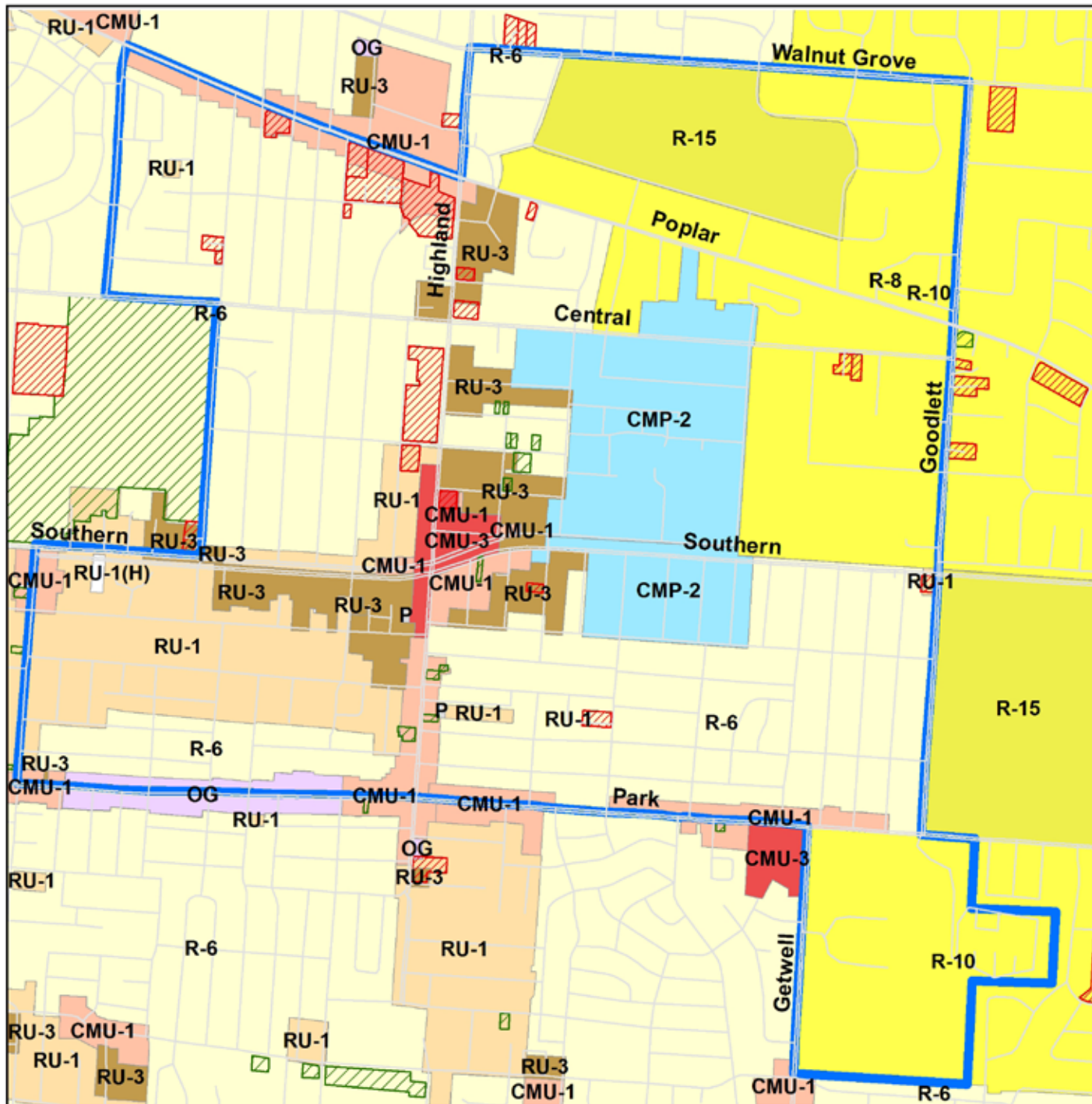
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Feet

## University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: Memphis and Shelby Co.  
Office of Planning and Development





# Implementation Strategies

ment in the community should be conducted.

- **Neighborhood Conservation Overlay** – Tool that will allow neighborhoods to establish form based guidelines that will reflect the desired massing, rhythm, and architectural characteristics of the neighborhood. This tool can be used to restrict inappropriate infill projects.
- **R-3 district** - The R-3 Residential district is a zoning district that was created to address the problem of lots that are too small to develop legally. Under the current ordinance lots smaller than 6,000 square feet are considered non-buildable lots. This makes infill and redevelopment of small urban lots difficult or impossible. The new R-3 designation will allow for easier redevelopment of these lots and make lots as small as 3,000 square feet legal lots.
- **Frontage Requirements** – The UDC provides for the establishment of various frontage designations such as pedestrian, urban, general, or commercial. These frontages add an additional tool to creating more walkable streets by using form based regulations to dictate how buildings address the street and to

ensure a more pedestrian-friendly environment.

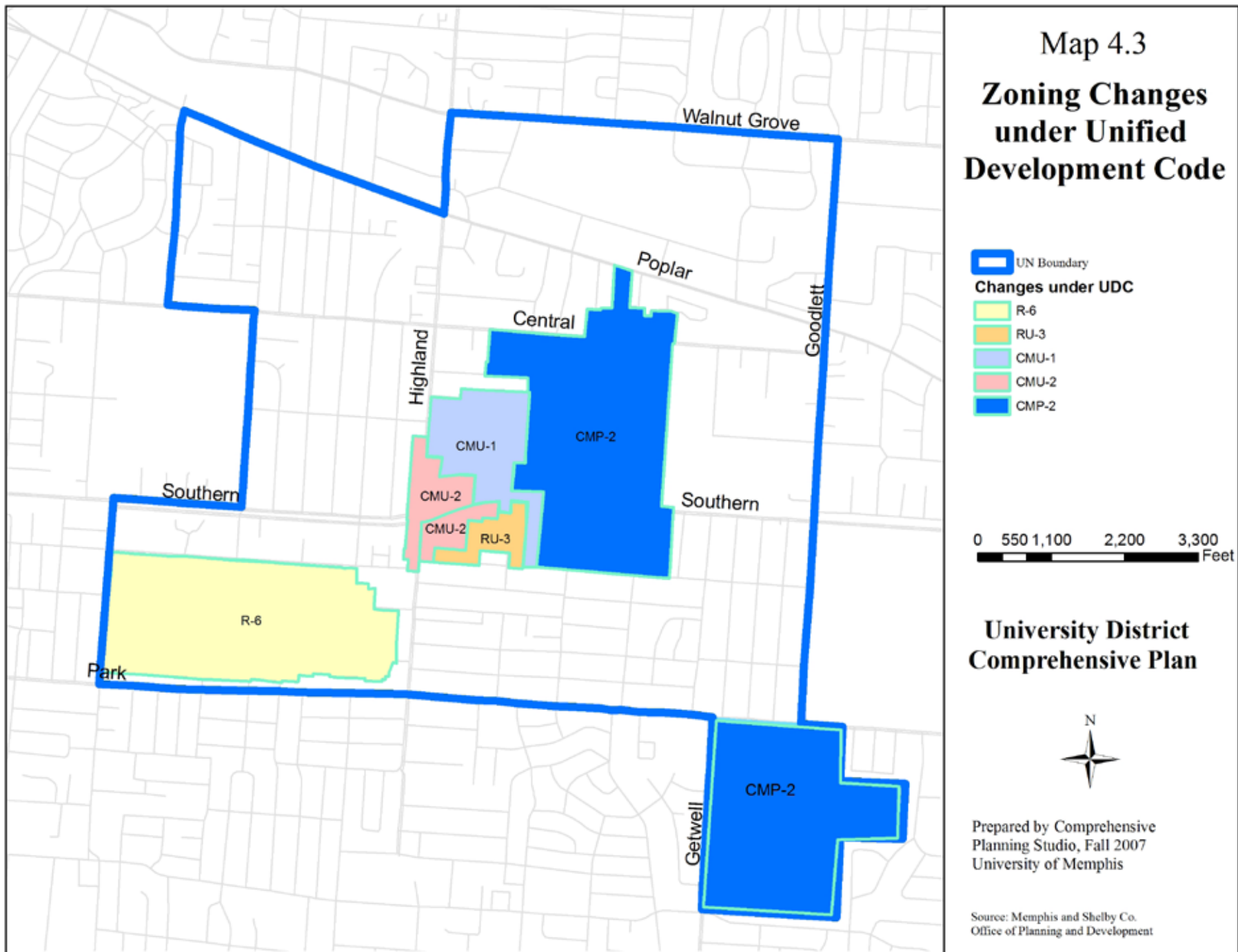
- **Updated Use Chart** – The Use chart in the UDC has been simplified and updated to reflect more modern uses of buildings. Additionally, use standards have been implemented to ensure a compatible synthesis of uses.
- **Required Site Plan Review** – The UDC will require all projects, with the exception of single lot residential developments, to go through an administrative site plan process. This new step in the development process will help in eliminating inappropriate developments that “sneak through” the system.

## Recommended Changes under the Unified Development Code

Even though the proposed Unified Development Code provides a range of additional tools and controls that will enable the University District to greatly expand its ability to fulfill its vision, some changes are needed. Map 4.3 on the next page shows how the recommended zoning changes under the current ordinance would be applied using the proposed Unified Development Code.

## Overlay District

The preferred approach for implementing land use recommendations consistent with Vision 2030 would be to create and adopt an Overlay District for the University Neighborhoods. An Overlay District creates an additional layer of regulatory control over a defined area without supplanting the underlying existing zoning. An Overlay essentially creates a localized area where more specific (restrictive or relaxed) regulations are added to what already is in place. An Overlay District or similar mechanism might include the following elements: public area design standards (streetscapes, sidewalks, parks, etc.); design guidelines for private development (siting, massing, design elements, screening, lighting, colors, materials, access, signage, etc.); form-based design criteria (transparency, progressive setbacks, overhangs, parking, transition zones, etc.); specific land/building uses to be encouraged (student housing, restaurants, etc.) or prohibited in certain locations (strip clubs, gas stations, etc.); incentives for following the neighborhood master plan (increases in height or area, reduced parking requirements or setbacks, etc.); and requirements for public workshops or increased oversight (require OPD staff review for all developments, etc.)



# Implementation Strategies

In the University Neighborhoods area, an Overlay District could be created which institutes the above recommendations or more, regardless of when the UDC is adopted. This Overlay could be instituted quickly to prevent the wrong kinds of development from occurring, while at the same time serving as a bridge between current zoning practices and the new UDC without waiting for adoption of the full UDC. An Overlay can serve as an immediate insurance policy against the wrong kinds of development occurring before the UDC is adopted and also provide a more complete picture when the UDC is ultimately adopted.

While the intent of the UDC is to create the overall basis of regulations for the entire County, it will not create the desired results for a particular neighborhood or area without a complimentary “small area plan” or similar vision or master plan, which should serve as a complimentary guide to planners, developers and the community as to how the community wants to develop. Without the neighborhood master plan, an inappropriate mix of uses on adjacent parcels can still occur even though the form would be permissible, or likewise the reverse. It is critical, therefore, that following the adoption of Vision 2030, it should be adopted by City Council so that it may be officially used as a

reference by planners at OPD and/or the Land Use Control Board.

An Overlay District coupled with Vision 2030 will create the specific tools and restrictions needed to prevent the wrong developments from happening in the short term, and will be a basis for fair, equitable, and reasonable development.

Residential Anti-Neglect Ordinance and the Department of Code Enforcement. The Department of Code Enforcement enforces regulations relating to the storage of inoperable or abandoned vehicles on public and private property; minimum housing standards for existing dwellings; and abandoned commercial structures, which may contribute to deterioration in the community.

Potential violations are discovered through citizen complaints, referrals from other agencies, inspector observations in an assigned area, and systematic inspections in a target area. Once a complaint is received, an inspector will conduct an investigation to determine if there is an ordinance violation. After a violation order is issued for structural or environmental conditions, periodic follow-up inspections are conducted to determine if compliance has been met. Depending on the circumstances and severity, the department can opt to give an extension to meet compliance, initiate court action, issue an order to

vacate the premises, issue an order not to occupy until repairs are made, or condemn the structure. If the owner fails to comply, court action can be initiated at any time after the first follow-up inspection. The department utilizes the General Sessions Environmental Court to resolve cases where the violator has failed to comply.

The University Neighborhood Partners would benefit from conducting a regular, comprehensive assessment of each parcel in the University Neighborhoods and by reporting any violations and following up to ensure consistent enforcement of basic community standards in the area.

## Next Steps

The implementation of this plan is going to take the attention, dedication and energy of all UD Partners and other stakeholders involved in the process. While there is no correct order to how the Plan should be implemented there are some logical next steps including:

- (i) the adoption of this Plan by the city and county legislative bodies;
- (ii) engaging in a community wide strategic planning process in which the leadership of all of the UD Partners participate and assign action steps and responsibilities

# Implementation Strategies

for implementation of Vision 2030 recommendations

- (iii) conducting further studies and plans identified in the matrix below
- (iv) promoting continued residential and commercial redevelopment in the University District that is consistent with this Plan.

Further revision and fine tuning of this Plan by the stakeholders may reveal additional actions not included in the matrix below and these additions should be added as they are discovered.

Additional Studies and Plans	Details
Commercial and residential market study	<ul style="list-style-type: none"> <li>■ Prepare a market study of the University neighborhoods to determine the amount and type of commercial and residential opportunity supportable in the neighborhood.</li> </ul>
Town Center Site Plan	<ul style="list-style-type: none"> <li>■ Complete a conceptual site plan for the proposed town center detailing a fine grain vision for the future of the Southern-Highland intersection.</li> </ul>
Shuttle feasibility study	<ul style="list-style-type: none"> <li>■ Complete a feasibility study for a University Neighborhood shuttle service</li> </ul>
Community health center feasibility study	<ul style="list-style-type: none"> <li>■ Prepare a feasibility study examining the potential of a University of Memphis (nursing, psychological counseling and pre-dental), University of Tennessee Health Science Center (medical and dental) and Southern College of Optometry partnership to develop a community health center for the area that would also anchor the redevelopment of commercial land use at the southwest intersection of Park-Getwell streets.</li> </ul>
Study the need for expansion of K-12 opportunities in the University Neighborhoods.	<ul style="list-style-type: none"> <li>■ Work with Memphis City Schools to assess the feasibility of expanding the Campus School through twelfth grade.</li> </ul>
Neighborhood arboretum trail	<ul style="list-style-type: none"> <li>■ Partner with the West Tennessee regional urban forester to catalog neighborhood trees and design a neighborhood-wide arboretum.</li> </ul>



# Implementation Strategies

Short Term Actions	Details
Review, refine and adopt the comprehensive plan	■ Finalize comprehensive plan and seek formal legislative adoption.
Improve code enforcement	■ Work with Memphis and Shelby County Office of Construction Code Enforcement, local businesses and neighborhood groups to improve code enforcement.
Adopt new zoning recommendations	■ Make sure that the new zoning districts are in place so that new development takes place in accordance with this plan.
Draft and adopt Overlay District	■ Finalize an Overlay District and seek formal legislative adoption.
Encourage the adoption of the Unified Development Code (UDC)	■ The UDC contains many tools that will be beneficial to the implementation of this plan and the preservation of neighborhood character.
Establish a redevelopment district	■ Establishing a redevelopment district enables Memphis to acquire blighted properties and helps to fund infrastructure improvements.
Evaluate the appropriateness of expanding the TIF District	■ Study the economic advantages of expanding the recently established TIF district to improve infrastructure, lighting, public art and other public uses along Highland and Park streets and in the Normal Station and Messick Buntyn neighborhoods.
Increase Police Coverage	■ Work with the University of Memphis Police Services to expand coverage to include the entire University Neighborhoods area.
Adopt new street cross-sections	■ Work with City engineering and transportation planners to formulate new street cross-sections for Highland, Central and Park streets.
Business and Commercial Development	■ Actively recruit the types of businesses and development projects that will enhance the goals of this plan

# Implementation Strategies

Long Term Actions	Details
Establish an expanded TIF District	■ Assuming an expanded TIF district is a viable option for the University Neighborhoods, amend the existing Highland Row TIF District to enlarge its coverage area or create a new TIF district.
Street improvements	■ Begin street improvements: (1) allow parking on both sides of Highland; (2) use traffic calming devices such as medians, lane diets and street trees to quiet traffic along parts of Central Ave., Highland St. and Park Ave.; (3) improve and widen area sidewalks; (4) incorporate bike lanes into all street improvements.
Continuing Commercial and Housing Rehabilitation and infill Development	■ Continue the appropriate rehabilitation and infill of residential and commercial structures by private owners and non-profits in accordance with this plan.
Develop the University Community Health Care Clinic	■ Create a public-private partnership to develop a joint University of Memphis, UT Medical, UT Dental and Southern College of Optometry community health clinic that will serve as the anchor for a redeveloped shopping center at the corner of Park Ave. and Getwell Rd.
Build the University Neighborhood Arboretum Trail	■ University, neighborhood groups and City parks should join together to finance and develop a neighborhood-wide arboretum trail that builds on the University's existing arboretum designation and would contribute to connectivity and walkability of the neighborhood.
Realign the Intersection of Southern and Highland	■ Work with City engineering to develop a suitable design for the realignment of Southern so that it crosses Highland St. in a more direct manner.

# Appendix

# Evaluations of Conditions and Trends Appendix

## Population and Housing

For the 2000 census, the University District included the following census tracts: 70, 72, 73, 74 and census tract 29, block group 5. All census tracts shared identical boundaries in 1990 and 2000 with the exception of census tract 29, block group 5. In the 1990 census, the Red Acres neighborhood was represented by census tract 29, block group 7 and this was changed to block group 5 for the 2000 census. The census tract boundaries are generally synonymous with the established neighborhood boundaries; Red Acres is represented by census tract 29, block group 5; University Area Neighborhood Consortium is represented by census tract 70; Normal Station is represented by census tract 73; Messick-Bunyn by census tract 74; and East Buntyn and Joffre Civic Area by census tract 72.

### Population Change

During the period from 1960-2000, the University District (UD) experienced a decline in population, with the only increase being the period between 1990 and 2000, illustrated in the table on this page.

Census Tract 73 contributed a significant amount of population between 1970 and 1980. This increase in population, noted within University District Technical Report 1982, is due

to an increase in multi-family housing and elderly high rise units. On the other hand, census tract 73 experienced a significant decrease in population between 1980 and 1990. Census tract 74, like census tract 73, experienced increases and decreases in population. For example, there was a large decrease in population between 1970 and 1980 (-37%) and a 15% increase in population between 1960 and 1970. Further, a significant decrease in population occurred within census tract 72 between 1960 and 1970 (17%).

## Households

From 1990 to 2000, the University District (UD) experienced an increase of slightly more than 1.3% in the total number of households (see Table 2.2 below). Comparatively, the total number of households in the Greater University Area (GUA) declined by 4.3% from 1990 to 2000 and the total number of households increased by 11.5% in Shelby County. From 2006 to 2011 both the UD and the GUA are expected to experience declines of 2.5% and 2%, respectively if trends continue. Shelby County is expected to see a nominal increase in total households of 1.4%.

**Table 2.2: Total Households**

	1990 Census	2000 Census	1990 to 2000	2006 Estimate	2011 Estimate	2006 to 2011
Census Tract 29, Block Group 5	269	277	3.0%	281	287	2.1%
Census Tract 70	1,659	1,613	-2.8%	1,548	1,504	-4.0%
Census Tract 72	1,314	1,353	3.0%	1,309	1,279	-3.3%
Census Tract 73	1,453	1,500	3.2%	1,431	1,385	-4.6%
Census Tract 74	1,477	1,511	2.3%	1,459	1,423	-3.4%
University District	6,172	6,254	1.3%	6,028	5,878	-2.5%
Greater University Area	25,408	24,323	-4.3%	23,838	23,533	-2.0%
Shelby County	303,569	338,366	11.5%	342,948	346,767	1.4%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow



# Evaluations of Conditions and Trends Appendix



The changes in average household size from 1990 to 2006 for the University District, Greater University Area, and Shelby County have been negligible. As indicated in Table 2.3 (on the right), the UD has an average household size less than comparison areas. This statistic is heavily influenced by both students and young professionals living in the area.

The predominance of the student population significantly influences the stability of the area immediately surrounding the University of Memphis. The annual turnover rate of households, illustrated in Table 2.4 (see right), is higher than that of the GUA and Shelby County. However, the GUA turnover is less than that of Shelby County indicating stability in the area.

**Table 2.3: Average Household Size**

	1990 Census	2000 Census	1990 to 2000	2006 Estimate	2011 Estimate	2006 to 2011
Census Tract 29, Block Group 5	2.3	2.3	0	2.3	2.2	-.1
Census Tract 70	2.4	2.4	0	2.4	2.4	0
Census Tract 72	1.9	1.8	-.1	1.8	1.8	0
Census Tract 73	1.5	1.5	0	1.5	1.5	0
Census Tract 74	2.0	1.9	-.1	1.9	1.9	0
University District	1.9	1.9	0	1.9	1.9	0
Greater University Area	2.4	2.3	-.1	2.3	2.3	0
Shelby County	2.7	2.6	-.1	2.6	2.6	0

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow, 2000 Census Data and 1990 Census Data

**Table 2.4: Yearly Household Turnover**

	1990 Census	2000 Census	1990 to 2000	2006 Estimate	2000 to 2006
Census Tract 29, Block Group 5	16.0%	14.3%	-10.6%	10.0%	-30.1%
Census Tract 70	29.0%	36.9%	27.2%	18.8%	-49.1%
Census Tract 72	22.0%	22.4%	1.8%	15.3%	-31.7%
Census Tract 73	22.0%	32.0%	45.5%	18.8%	-41.3%
Census Tract 74	26.0%	36.5%	40.4%	20.2%	-44.7%
University District	24.9%	32.3%	29.7%	18.4%	-43.0%
Greater University Area	17.1%	18.3%	7.0%	13.6%	-25.7%
Shelby County	23.0%	22.7%	-1.3%	15.8%	-30.4%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow, 2000 Census Data and 1990 Census Data

# Evaluations of Conditions and Trends Appendix

The current and projected estimates for households with children within the University District, ranges greatly from around 6.4% (Census Tract 73) upwards to 28% (Census Tract 70) (see Table 2.5 below). The data in Table 2.6 (see right) show that single parent households are disproportionately represented in the GUA. The percentage of these types of households typically run 7 to 10 percent higher when compared to the University District and Shelby County. Within the University District, the percentage of single parent households is significantly higher in Census Tract 70 (Table 2.6).

Given the economic and time pressures felt by households with children and especially by single parent households, the GUA appears in need of day care and after school care for children.

**Table 2.6: Percentage of Single Parent Households**

	1990 Census	2000 Census	1990 to 2000	2006 Estimate	2011 Estimate	2006 to 2011
Census Tract 29, Block Group 5	14.3%	10.6%	-3.7	11.0%	13.3%	+2.3
Census Tract 70	51.2%	58.1%	+6.9	60.5%	62.7%	+2.2
Census Tract 72	17.3%	26.1%	+8.8	34.4%	40.0%	+5.6
Census Tract 73	15.0%	23.1%	+8.1	30.8%	36.2%	+5.4
Census Tract 74	28.4%	36.0%	+7.6	42.1%	46.1%	+4.0
University District	35.1%	43.1%	+8.0	47.5%	50.8%	+3.3
Greater University Area	45.9%	51.6%	+5.7	55.1%	57.8%	+2.7
Shelby County	38.2%	44.3%	+6.1	48.8%	52.4%	+3.6

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow 2000 Census Data and 1990 Census Data

**Table 2.5: Percentage of Households With Children**

	1990 Census	2000 Census	1990 to 2000	2006 Estimate	2011 Estimate	2006 to 2011
Census Tract 29, Block Group 5	23.4%	23.8%	+ .4	26.0%	23.7%	-2.3
Census Tract 70	28.8%	30.3%	+1.5	27.8%	25.9%	-1.9
Census Tract 72	16.3%	15.6%	-.7	16.2%	16.0%	-.2
Census Tract 73	6.9%	6.1%	-.8	6.4%	6.8%	+.4
Census Tract 74	18.1%	17.7%	-.4	16.9%	16.2%	-.7
University District	17.9%	17.7%	-.2	17.1%	16.4%	-.7
Greater University Area	30.2%	30.7%	+.5	28.8%	27.2%	-1.6
Shelby County	39.0%	38.6%	-.4	35.6%	33.3%	-2.3

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow, 2000 Census Data and 1990 Census Data

# Evaluations of Conditions and Trends Appendix



## Age of Population

The ages of residents in the University District differ slightly from the composition of Shelby County residents as shown in Table 2.7 (see below). The two largest age groups in Shelby County are 25 to 64 year old which comprise approximately half of all residents and 5 to 17 year olds which make up 20% of Shelby County residents.

The Greater University Area is similar to the age makeup of Shelby County with 50% of its population between 25 and 64 years of age. The GUA, however, has a lower percentage of school-age children and slightly higher percentages of college-age residents and retirees. The University District differs greatly from the age composition of Shelby

County and even the GUA with a quarter of its residents between the age of 18 and 24.

The Red Acres neighborhood (Census Tract 29, Block Group 5), Messick-Buntyn (Census Tract 70), and East Buntyn and Joffre (Census Tract 72) have an age composition that is similar to Shelby County's as a whole. Red Acres, however, does have a higher proportion of residents aged 65 and older than Shelby County. Census Tract 74 is the Normal Station neighborhood, which is influenced by the presence of the University with approximately 30% of its residents between the ages of 18 and 24. Census Tract 73 includes the University and the area directly west to Highland Street. This census

tract has the greatest differences from Shelby County due to the presence of the University and several retirement community high-rises. Over 40% of residents in this area are between the ages of 18 to 24 and over 25% are 65 years old or older. Less than 25% of the residents are between the ages of 25 and 64.

**Table 2.7: Age of Population by Percentage Share**

	1990					2000				
	0 to 4	5 to 17	18 to 24	25 to 64	65+	0 to 4	5 to 17	18 to 24	25 to 64	65+
Census Tract 29 BG 5	5.7%	12.8%	6.2%	45.5%	29.8%	3.6%	16.7%	4.9%	51.6%	23.2%
Census Tract 70	7.0%	15.3%	20.2%	48.7%	8.8%	7.2%	16.9%	18.7%	50.3%	6.9%
Census Tract 72	6.1%	7.2%	6.0%	57.8%	22.9%	5.3%	7.2%	11.1%	62.4%	13.9%
Census Tract 73	2.0%	4.6%	14.4%	32.4%	46.7%	1.4%	3.4%	43.2%	24.7%	27.3%
Census Tract 74	5.7%	8.5%	22.9%	48.9%	13.9%	4.9%	8.7%	29.1%	49.8%	7.6%
University District	5.5%	9.8%	16.3%	47.2%	21.2%	4.6%	9.6%	25.7%	45.6%	14.5%
Greater University Area	7.0%	14.8%	12.7%	46.8%	18.7%	6.8%	16.2%	12.3%	50.2%	14.4%
Shelby County	8.1%	19.3%	11.3%	50.9%	10.4%	7.6%	20.6%	9.7%	52.1%	10.0%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow 2000 Census Data and 1990 Census Data

# Evaluations of Conditions and Trends Appendix

## Education of Population

As seen in Table 2.8 below, the most recent demographic data reveals that in 2000, 22.3% of those living within the University District had received a bachelor's degree while only 16.4% of those living within Shelby County had achieved this same level of education. Additionally, 17.2% of those living in the UD in 2000 had received some type of graduate degree while the graduate degree attainment rate for Shelby County was 8.9%. The good news for both the residents of the UD and the residents of Shelby County is that the 2006 estimates of educational attainment suggest that, across the board, more people are seeking and achieving higher education degrees.

One important characteristic of Table 2.8 is that it appears that between 2000 and 2006 the percent change of persons with college degrees or graduate degrees is increasing at a faster rate in the county than in the UD or GUA areas. Residents of the UD

who have received a bachelor's degree increased by 2.9% while residents in Shelby County who have attained a bachelor's degree increased by 19.7%. Similarly, the percent of residents achieving graduate degrees in the UD between 2000 and 2006 increased by

15.9% while in Shelby county this same group increased by 39.3%. This may suggest that those achieving higher education are choosing to locate in areas outside the GUA rather than within the GUA or UD districts. This pattern is consistent with the observable trend of

**Table 2.8: Educational Attainment**

	2000	% of 2000 Total	2006 Estimates	% of 2006 Total	% Change 2000 to 2006
Some College, No Degree					
Total UD	1,839	23.1%	1,458	18.8%	-20.7%
Total GUA	9,233	21.6%	7,714	18.2%	-16.5%
Total Shelby County	134,165	24.1%	116,363	20.2%	-13.3%
Associate Degree					
Total UD	363	4.6%	333	4.3%	-8.3%
Total GUA	1,800	4.2%	1,766	4.2%	-1.9%
Total Shelby County	29,201	5.2%	29,025	5.0%	-0.6%
Bachelor's Degree					
Total UD	1,776	22.3%	1,828	23.6%	2.9%
Total GUA	8,219	19.3%	8,960	21.1%	9.0%
Total Shelby County	91,268	16.4%	109,327	19.0%	19.8%
Graduate Degree					
Total UD	1,371	17.2%	1,590	20.5%	16.0%
Total GUA	5,845	13.7%	7,218	17.0%	23.5%
Total Shelby County	49,493	8.9%	68,964	12.0%	39.3%

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# Evaluations of Conditions and Trends Appendix



wealth and education leaving the center city and moving toward the outer edges of Shelby County.

## Labor Force and Employment

Employment figures provide additional insight into the population that resides in the study area. When considered alongside other demographic variables employment data can add to an overall image of the vitality and health of a community.

The numbers represented in Table 2.9 (see below) do not appear to reveal much of a discernable pattern in any of the individual census tracts in the University District nor in the greater

neighborhood as a whole. With the exception of the Red Acres neighborhood (Tract 29, Block Group 5) the numbers tend to resemble those for both the Greater University Area as well as the overall county. One exception to this can be seen in the amount of the employed population of the University District, which fell a total of 13 percent from 1990 to 2000, due in large part to a 40% drop in Census Tract 73.

As a whole, the University District tends to have a slightly higher number of professional jobs than either the Greater University Area or Shelby County. As can be seen in Table 2.10

(on the next page), there are 7% more professional jobs in the District than in the other comparison area. This figure, however, is slightly misleading unless the individual tracts that comprise the District are considered alongside the comparison areas. Each of the Census Tracts in the neighborhood area has considerably greater amounts of white collar occupations than both the county as well as the GUA. The only exception to this is Tract 70 whose 53% contributed to an overall reduction in the total percentage for the District.

**Table 2.9: Occupation and Employment**

	Not in Labor Force			In Labor Force			Employed			Unemployed		
	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change	1990	2000	% Change
Tract 29 BG 5	305	247	-23%	398	272	-46%	100%	100.0%	0%	0%	0%	0%
Tract 70	907	963	6%	2,255	2,041	-10%	92%	92.9%	1%	8%	7%	-1%
Tract 72	641	545	-18%	1,439	1,693	15%	96%	91.3%	-5%	4%	8%	4%
Tract 73	1,460	1,369	-7%	896	2,189	59%	97%	57.7%	-40%	3%	42%	39%
Tract 74	997	861	-16%	1,790	2,095	15%	98%	87.4%	-11%	2%	13%	11%
UD Total	4,310	3,985	-8%	6,778	8,290	18%	96%	82.1%	-13%	4%	18%	13%
GUA	20,136	17,278	-17%	29,984	27,044	-11%	92%	92.3%	-0%	8%	8%	0%
County	207,263	230,775	10%	416,085	440,211	5%	91%	92.7%	2%	7%	7%	-0%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow

# Evaluations of Conditions and Trends Appendix

## Household Income and Poverty

Two measurements of household income help to better describe the income characteristics of the District: median income and poverty.

The median household income for the University District was estimated at \$34,082 for 2006. As Table 2.11 shows, this estimate is down 4.1% from the 2000 median household income of \$35,545.

The median household income for the University District was below that of Shelby County in both 1990 and 2000, and 2006 estimates and 2011 projections show a widening gap between the median household incomes for these

**Table 2.10: Area Occupation**

	% in Blue Collar Occupations	% in White Collar Occupations
Tract 29 BG 5	16%	84%
Tract 70	47%	53%
Tract 72	16%	84%
Tract 73	22%	78%
Tract 74	32%	68%
UD Total	30%	70%
GUA	37%	63%
County	37%	63%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow

**Table 2.11: Median Household Income**

Geography	1999	2000	% Change	2006 Estimate	% Change	2011 Projection	% Change	% Change 1989 - 2011
Census Tract 29, BG 7/5	\$105,595.00	\$98,643.00	-7.0%	121168	22.8%	125000	3.2%	18%
Census Tract 70	\$19,075.01	\$24,036.01	26.0%	26,469	10.1%	28,094	6.1%	47%
Census Tract 72	\$35,613.01	\$50,244.01	41.1%	55,839	11.1%	60,385	8.1%	70%
Census Tract 73	\$11,827.01	\$18,388.01	55.5%	21,427	16.5%	22,561	5.3%	91%
Census Tract 74	\$22,207.01	\$31,413.01	41.5%	34,851	10.9%	37,062	6.3%	67%
Total UN	\$23,090.00	\$35,545.00	53.9%	34,082	-4.1%	36,055	5.8%	56%
Total GUA	\$23,333.01	\$31,751.01	36.1%	35,611	12.2%	38,222	7.3%	64%
Total Shelby County	\$27,141.01	\$39,630.01	46.0%	45,106	13.8%	49,613	10.0%	83%

Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow

# Evaluations of Conditions and Trends Appendix



two localities. In 1990, the median household income for the University District was 85% of the median household income for Shelby County; in 2011, the University District is projected to have a median household income of \$36,055, just 73% of the Shelby County figure.

Median household income varies greatly within the University District, with 2006 estimates ranging from \$21,427 in the Census Tract 73 (University West Neighborhood), to \$121,168 in Census Tract 29, Block Group 5 (Red Acres). These wide variations have remained fairly constant over time.

As defined by the United States Census Bureau, poverty is the condition in which individuals, families, or households generate less income than necessary to achieve an adequate standard of living. Table 2.12 (on the right) provides information on the percentage of persons living below the poverty line in the study areas for 1990 and 2000.

The poverty rates for the University District, the Greater University Area, and Shelby County were all within the 15-20% range in 2000, each decreasing slightly from their 1990 figures. Two of the five areas that comprise the University District experienced declines in the percentage of persons living in

Table 2.12: Poverty Rate			
Geography	1999	2000	% Change 1989 - 1999
Census Tract 29, BG 7/5	0%	2%	100%
Census Tract 70	26%	31%	17%
Census Tract 72	3%	7%	55%
Census Tract 73	25%	13%	-94%
Census Tract 74	16%	15%	-4%
Total UD	17%	17%	-2%
Total GUA	21%	19%	-7%
Total Shelby County	18%	16%	-17%
Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 Demographics-Now			

poverty: a substantial decrease of 94% for Census Tract 73, and a modest 4% decrease for Census Tract 74. The three other focus areas inside the University District all witnessed increases in percentage of persons living below poverty, with the affluent Red Acres registering a 2% poverty rate in 2000.

## Housing Trends

In 2000, there were 6,624 housing units located in the University District. The predominant housing type is single family residential dwelling units with multi-family residential housing located primarily in the areas to the south and west of the University campus. There

are several significant multi-family residential high-rises located on Highland Street north of the railroad tracks and a large apartment complex located on the southeastern corner of the Poplar-Highland intersection. Duplexes and townhomes are scattered throughout the University District. The area lacks a predominant housing style. Instead, all of the neighborhoods possess an eclectic array of housing styles that reflect the steady growth of the University District throughout the early part of the 20th century.

# Evaluations of Conditions and Trends Appendix

## Home Values

The median owner-occupied home value in the University District was \$87,762 in 2000, which represents a 34.8% increase in home value after 1990 (see Table 2.13 to the right). Median home values of each census tract ranged from \$53,916 in census tract 70 to \$425,106 in census tract 29, block group 5. The differences between home values in each census tract reflect the uniqueness of the individual areas comprising the University District. Median home values in census tracts 70 and 74 fall below the median home value for both the Greater University Area and Shelby County. These census tracts contain 50.4% of the housing units in the University District and both are located south of the railroad tracks.

**Table 2.13: Owner-Occupied Median Home Values**

Geography	1990	2000	% Change 1990-2000
Census Tract 29, BG 5	290,067	425,106	46.6%
Census Tract 70	46,013	53,916	17.2%
Census Tract 72	79,318	114,021	43.8%
Census Tract 73	125,587	166,531	32.6%
Census Tract 74	55,027	71,915	30.7%
Total UD	65,113	87,762	34.8%
Total GUA	61,423	82,013	33.5%
Total Shelby County	66,157	92,059	39.2%
Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow			



# Evaluations of Conditions and Trends Appendix

## Housing Tenure

Due to the University's central location in the University District area, it is expected that there will be a lower rate of home ownership as the student demand for rental properties increases the likelihood that owner-occupied properties will be converted to rental properties to meet the demand. As Table

2.14: University District Housing Tenure illustrates, owner-occupied units in 2000 accounted for 44.0% of all housing units in the University District, as compared to 53.6% and 58.8% owner-occupied rates for the GUA and Shelby County respectively. For the University District, this represents a 1.5% decrease in owner-occupied housing from 1990 to

2000. The 2006 estimated and 2011 projected values suggest a continuing decline in owner-occupied rates for all three study areas. The neighborhoods demonstrating the lowest number of owner-occupied housing units include Messick-Buntyn (census tract 70) and the University Area Consortium (census tract 73).

**Table 2.14: University District Housing Tenure**

Geography	1990			2000			2006 Estimated			2011 Projection		
	Total	% Owner	% Vacant	Total	% Owner	% Vacant	Total	% Owner	% Vacant	Total	% Owner	% Vacant
Census Tract 29, BG 5	276	87.0%	2.5%	290	86.6%	4.5%	312	80.1%	10.9%	332	75.3%	15.7%
Census Tract 70	1,783	38.8%	7.0%	1,755	36.4%	8.1%	1,808	33.7%	14.4%	1,855	31.6%	18.9%
Census Tract 72	1,371	73.9%	4.2%	1,417	71.8%	4.5%	1,473	66.3%	11.1%	1,519	62.5%	15.8%
Census Tract 73	1,508	21.2%	3.7%	1,580	20.4%	5.1%	1,619	18.8%	11.6%	1,654	17.8%	16.3%
Census Tract 74	1,549	48.3%	4.7%	1,582	43.1%	4.5%	1,640	39.8%	11.0%	1,689	37.5%	15.8%
Total Ud	6,487	46.5%	4.9%	6,624	44.0%	5.6%	6,852	40.8%	12.1%	7,049	38.5%	16.7%
Total GUA	33,464	53.7%	6.4%	32,514	53.6%	6.8%	34,089	49.6%	13.2%	35,425	46.8%	17.8%
Total Shelby County	327,792	55.1%	7.4%	362,954	58.8%	6.8%	395,073	54.6%	13.2%	421,839	51.7%	17.8%
Source: Demographic data © 2006 by Experian/Applied Geographic Solutions. © 2007 DemographicsNow												

## Map 2.1

### Land Use

#### Land Use

-  Single-Family Residential
-  Duplex Residential
-  Multi-Family Residential
-  Retail Sales or Service
-  Arts and Entertainment
-  Office
-  Transportation or Utility
-  Church
-  Community Facility
-  Day Care or Child Dev
-  Education (K-12)
-  Higher Education
-  Fraternal and Social
-  Park or Open Space
-  Cemetery
-  Vacant

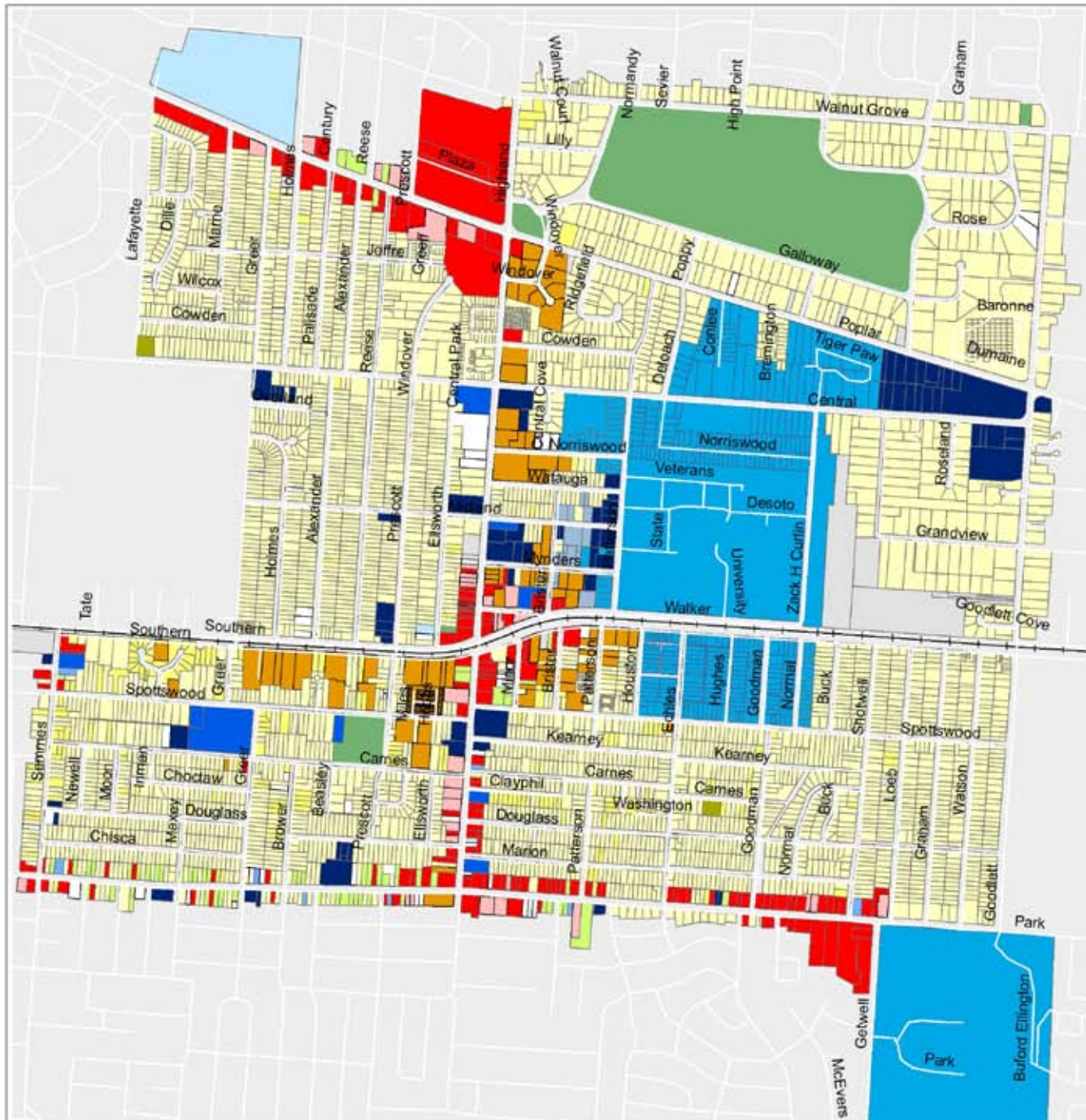
0 800 1,600 3,200 Feet

### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: Field Survey September 29, 2007



# Evaluations of Conditions and Trends Appendix

## Land Use

Understanding the pattern of development for an area enables a community to begin addressing specific weaknesses that may exist. In order to develop a comprehensive understanding of how the University District had developed over the past several decades, students from the Studio course performed a parcel by parcel survey in order to construct both a land use map and a property and lot condition map for the area. This enabled a detailed analysis of how the land was being used, what condition the existing structure currently was in, and whether or not the property was being maintained by the current owners. Map 2.1 (on the previous page) shows the results of the land use survey. The sections that follow describe each neighborhood in the University District.

### Normal Station

The neighborhood directly south of the University of Memphis campus is known as Normal Station. Its name was derived due to its proximity to the university, which was formerly named West Tennessee State Normal School, and the railroad station at its northern border.

Normal Station is bounded by Southern Avenue to the north, Goodlett to the east, Park Avenue on the south, and Highland Street to the west. A portion of the northern boundary now contains

part of the University of Memphis campus. The university land in Normal Station is bounded by Houston Street on the west, Spottswood Avenue on the south, and the properties that front the east side of Normal Street.

The neighborhood is predominately comprised of small single family residential cottages. A small number of duplexes are clustered in portions of the western section of Normal Station. In addition to the duplexes, there are multi-family rental apartments located in the northwest section of the neighborhood, closer to the University of Memphis. Commercial activity and office space is relegated to the edges of the neighborhood along Highland Street and Park Avenue. In addition to the businesses along Park Avenue, there is a small grouping of single family residences.

### Messick Buntyn

The Messick-Buntyn neighborhood is located in the southwest of the University District, bound by Southern Avenue to the north, South Highland Street to the east, Park Avenue to the south, and Semmes Street to the west. The dominant land use in the neighborhood is single family residential, composed primarily of single-story cottages and bungalows. In the heart of Messick-Buntyn are Davis Park and Messick Adult

Education Center, formerly Messick High School, which closed in the early 1980s. Multi-family residential properties are concentrated in the northeast part of the neighborhood, and commercial uses line Highland Street and are scattered along Park Avenue.

### East Buntyn

Located south of Joffre and north of Messick Buntyn, East Buntyn is bordered by Central Avenue to the north, Highland Street to the east, Southern Avenue to the south, and Greer Street to the west. Its predominant land use is single family residential, but there are churches located throughout the neighborhood. Near Highland, in the southeastern corner of the neighborhood, there is a more diverse mixture of land uses, including retail sales or services, arts, entertainment, and restaurant uses. There are no conflicts among land uses and most properties within the neighborhood have lots which have been maintained and structures which are in good condition.

### Joffre

Joffre Neighborhood is located in the northwestern corner of the University District and is bordered by Poplar Avenue to the north, Highland Street to the east, Central Avenue to the south, and Lafayette Street to the west. The neighborhood's predominant



# Evaluations of Conditions and Trends Appendix

land use is single family residential, with the exception of its northern and eastern borders. The northern portion of the neighborhood consists of strip commercial, office, arts, entertainment, restaurant, and educational land uses. Land use in the eastern portion of the neighborhood, near the intersection of Central and Highland, is high-density residential single family detached and attached. There are no conflicts among land uses and most properties within the neighborhood have lots which have been maintained and structures which are in good condition.

## Red Acres

The boundaries of the Red Acres subdivision are Walnut Grove to the north, Poplar to the south, Goodlett to the east and Highland Street to the west. Red Acres was established in 1923 and is a stable neighborhood consisting mainly of large single family detached homes that appear to be in exceptional condition. Additionally, the field survey revealed that the lawns and roads were also in exceptional condition. The single predominant feature within the subdivision is Galloway Public Golf Course. Galloway is a popular golf course with a recently renovated clubhouse and pro-shop. Galloway's grounds appeared well kept and the lawns appeared healthy.

An interesting feature of this subdivi-



sion is that when it was platted over 50% of the land was given to the City of Memphis as park land which resulted in the Galloway Public Golf Course. Another minor historic note that can be seen in the plats below is that Red Acres was the first subdivision in Memphis to utilize traffic triangles as devices to manage to flow of automobiles (Whitehead, 2007).

## University Area Neighborhood Consortium

This neighborhood is bounded by Polar to the north, Goodlett to the east, Southern in the south and Highland to the west. It is truly a melting pot for the University District. Residential land uses abut its largest land use, The University of Memphis, on all sides. A majority of the University West area between Patterson and Highland is rental property occupied by students.

In addition, it has the only high-rise multi-family and condominium developments in the University District. On its southwestern-most edge, the neighborhood is heavily developed for commercial and quasi-public use, while its northwestern corner is the location of an older multi-family suburban-type apartment complex. The city's Sheehan Water Pumping Station bisects the neighborhood at the eastern edge of the University's main campus, while the Second Presbyterian Church complex exclusively occupies the northeastern corner. In contrast, quiet residential neighborhoods, such as Grandview Estates, offer lower density, high quality housing to area residents along the eastern part of this neighborhood.



# Evaluations of Conditions and Trends Appendix



## Zoning Conflicts

The current zoning, as seen in Map 2.2 on the next page, is primarily residential in nature with an assortment of commercial and office zoned areas along Poplar Avenue, Highland Street, and Park Avenue and a large college and university (C-U) zoned region shown in blue. The overlay areas shown as red hatches on Map 2.2 represent areas where Planned Developments have been approved by the legislative bodies. The Planned Development process is in place to add flexibility to the zoning process and to permit development projects that would not be allowed under the existing zoning. The overlay areas shown as green hatches on Map 2.2 represent special use permits which also add flexibility to the zoning ordinance by permitting uses subject to certain development standards.

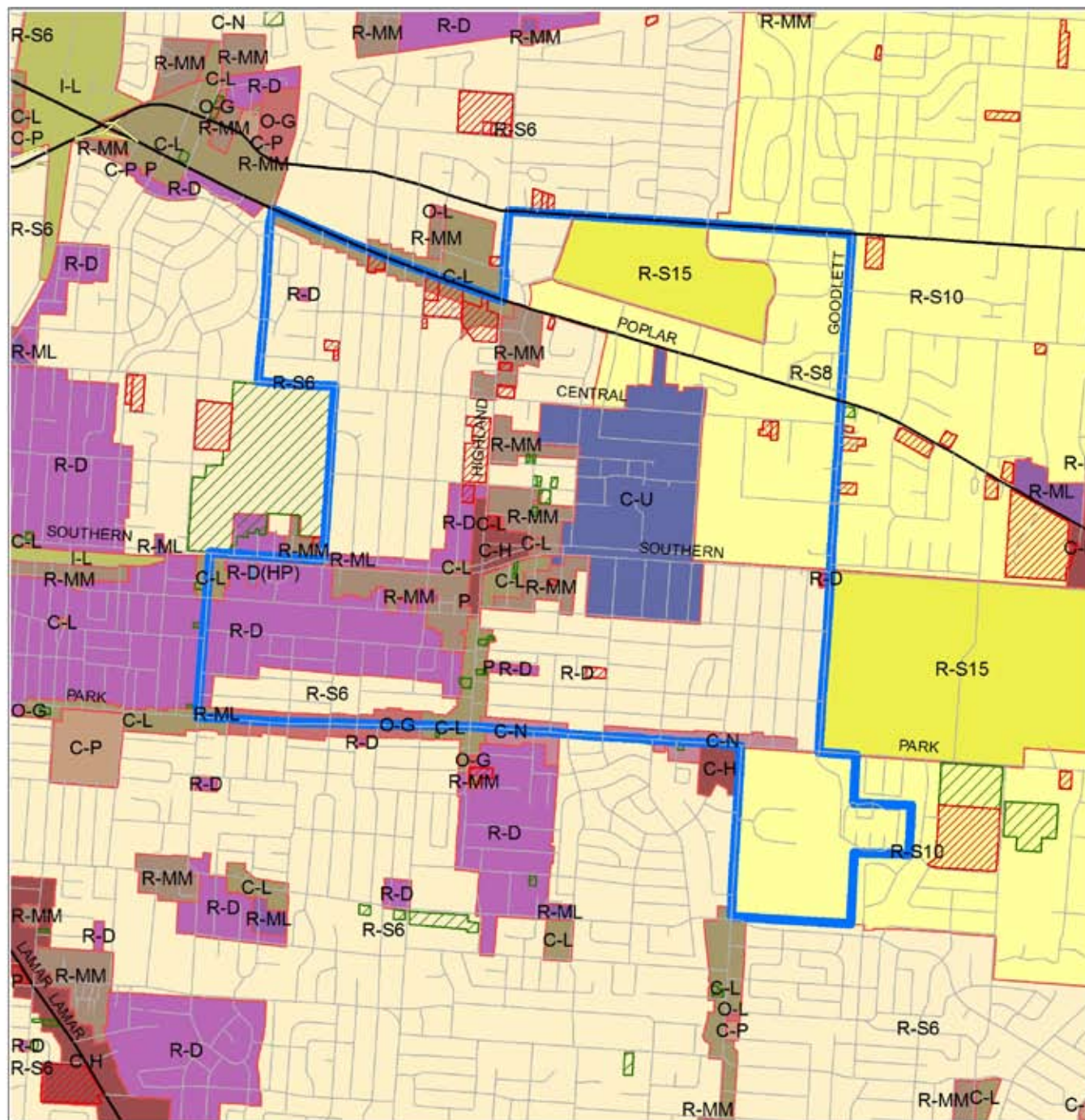
A significant portion of the Messick-Buntyn neighborhood and the southern edge of East Buntyn is zoned R-D for duplex uses. This is at odds with the actual single family use and could pose a destabilizing effect on the neighborhood if residences are converted to 2-family units.

## Property Conditions

As shown on Map 2.3 (on page 55), Structure and Lot Conditions, most of the environmental problems in the University District are caused by yards or lots that had accumulated litter or were not maintained at the time of the parcel-by-parcel survey in September 2007. These conditions will vary at any given time.

Most of the problem lots/yards are in the area west of the university between Patterson and Highland and south of Southern in the Normal Station and Messick-Buntyn neighborhood.

The vast majority of buildings (homes and businesses) in the District are in sound condition with a few scattered structures rated fair or poor. Overall, the University District contains well maintained structures and yards. This suggests that the limited amount of neglect can be corrected and that the prognosis for continued investment is good.



## Map 2.2

### Current Zoning

#### Legend

##### Zoning Abbreviations

- R-S15 Single Family 15,000 Ft2 minimum
- R-S10 Single Family Residential 10,000 Ft2 minimum
- R-S6 Single Family Residential 6,000 Ft2 minimum
- R-D Residential Duplex
- R-D(HP) Residential Duplex (Historic Preservation)
- R-ML Multiple Dwelling Residential
- R-MM Multiple Dwelling Residential
- O-L Limited Office
- O-G General Office
- I-L Light Industrial
- C-P Planned Commercial
- C-L Local Commercial
- C-H Highway Commercial
- C-N Neighborhood Commercial
- C-U College and University
- P Parking
- Special Use Permits
- Planned Developments
- UN Boundary

0 1,150 2,300 4,600  
Feet

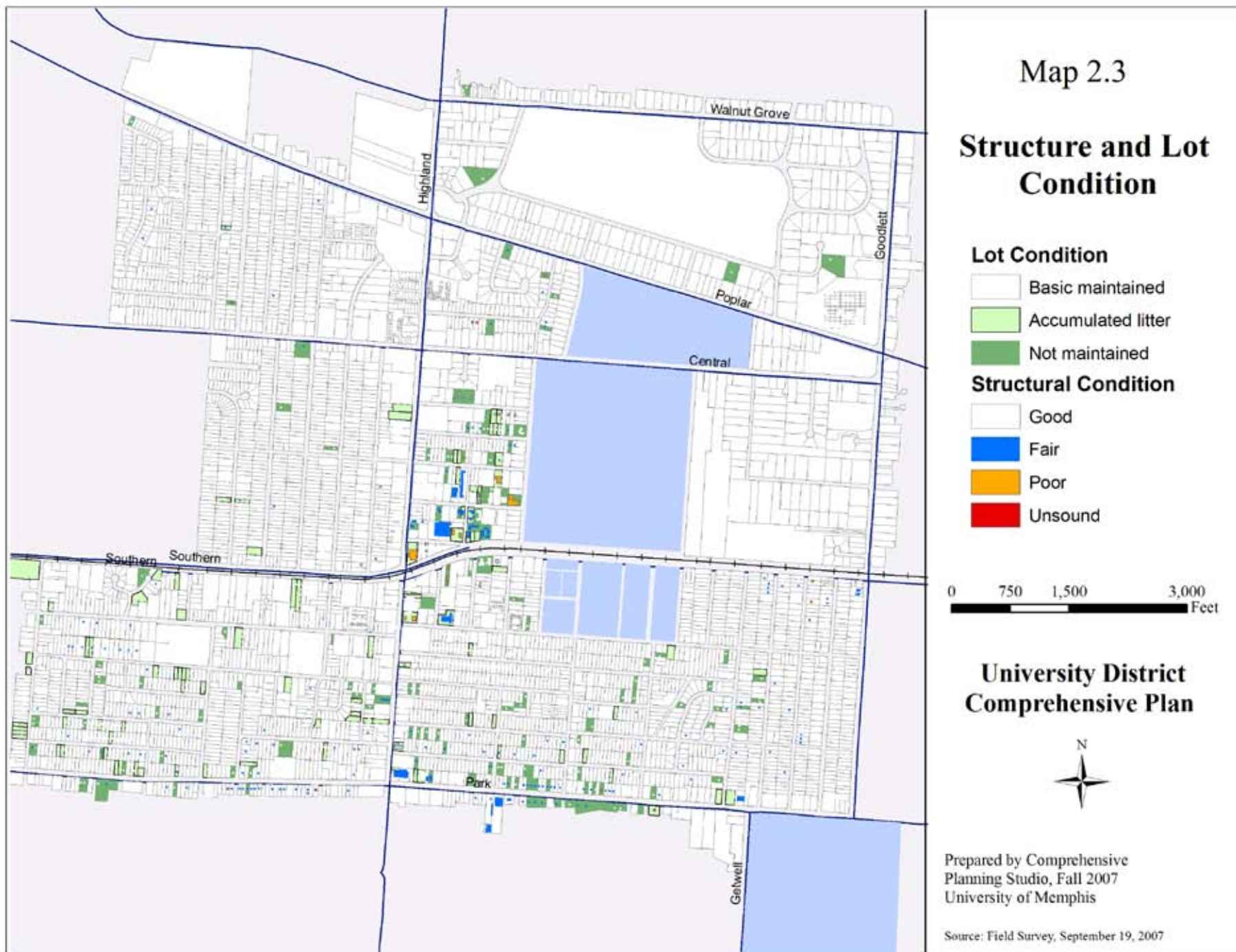
### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: Memphis and Shelby Co.  
Office of Planning and Development





# Evaluations of Conditions and Trends Appendix

## Property Ownership and Value

### Public Property

Real property taxes contribute significantly to the budgets of the City of Memphis and Shelby County. In 2006, the University District contributed roughly \$6,125,000 in real property taxes to the City of Memphis, and \$7,208,000 to Shelby County, totaling more than \$13,333,000. These figures would be even greater if not for the large percentage of land occupied by public property.

Tax exempt public properties comprise a significant portion of all properties in the University District. 574 tax exempt parcels totaling 630 acres comprise just over 37% of the entire 1,696 acres of the study area. 86% (542 acres) of this tax exempt property is owned by public entities, while the rest is owned primarily by religious institutions. Table 2.15 (on the right) highlights the public entities possessing the largest acreage of land.

The State of Tennessee Board of Regents – the state’s governing body for higher education – owns more tax exempt, public land than any other entity in the University District. Its 363 acres make up 58% of all tax exempt land, and more than 20% of total land in the entire study area. The City of

Memphis, Division of Park Services is the second largest owner of public land, with Galloway Golf Course and Davis Park comprising most of the Park Services’ 115 acres.

### Property Value

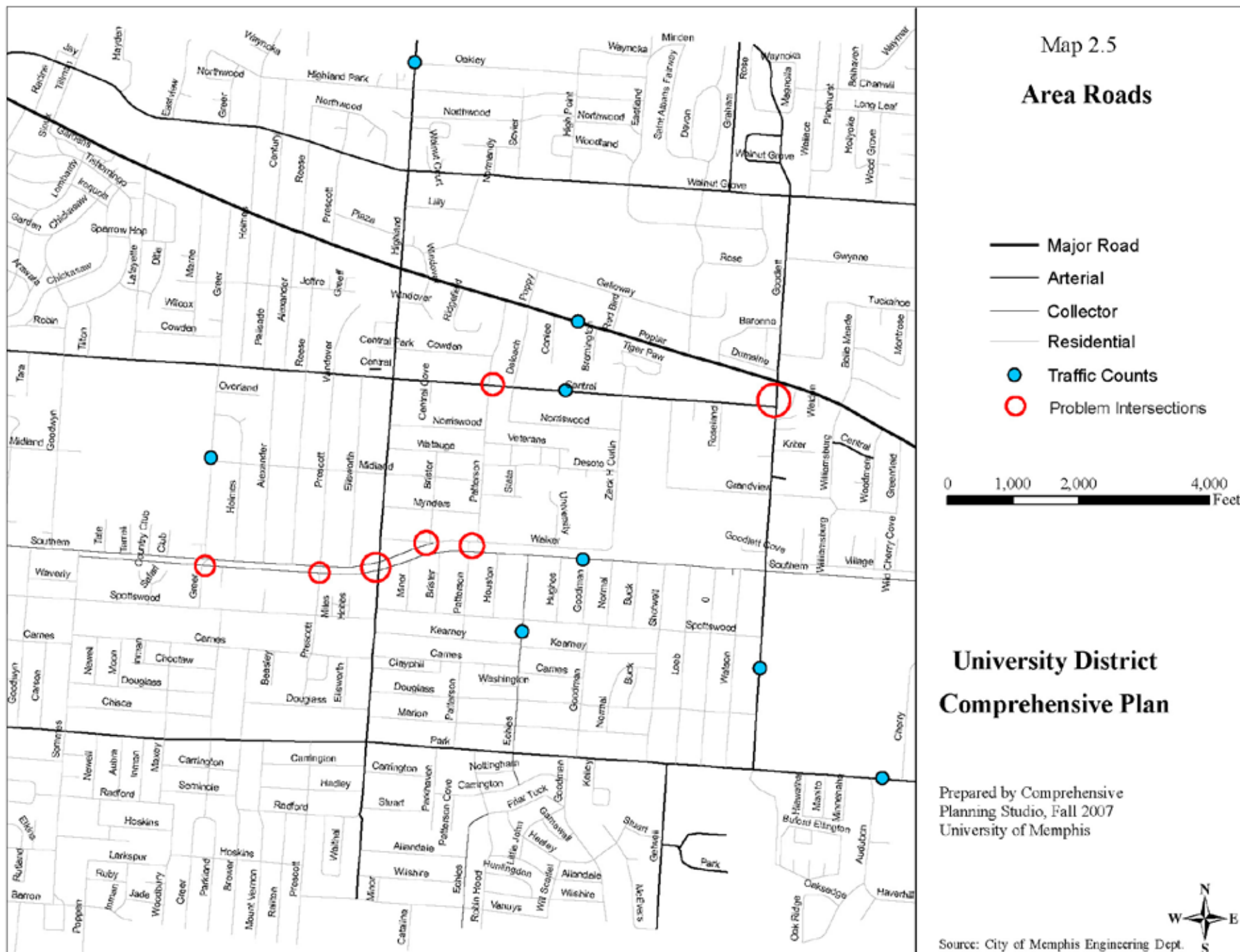
Property values vary greatly within the University District. Property values range from less than \$50,000 in Messick Buntyn to more than \$250,000 in Red Acres and Grandview Heights. The majority of homes in Normal Station have values ranging from \$50,000 to \$100,000. East Buntyn and Joffre Civic Area have slightly higher property values from \$100,000 to \$250,000.

The opportunity for infill real estate development in partnership with The University of Memphis can increase value in the District and add to the attractiveness of the area.

**Table 2.15: Public Property**

Public Property Owner	Acres
TN Board of Regents	363
Division of Park Services	115
Memphis Light, Gas, and Water	49
Memphis Board of Education	9
City of Memphis	4
Memphis Public Library	1
Shelby County	1
Total Public Properties	542*
Total Parcel Acreage in University District	1700*
*Totals do not include street acreage. Source: 2006 Shelby County Tax Assessor Data	





# Evaluations of Conditions and Trends Appendix

## Transportation

The University District is located in a prime area of the Memphis urban area and is no more than 15 minutes from any major origin or destination for work, school, health, and recreation services. Road access is superior given the historic location of major east-west and north-south arterials. Walking in the District is easy except along the major arterials and bus service is above the norm for Memphis due to the presence of the University.

### Street Conditions

In considering the existing inventory of roads the study examined problem intersections, the trends in mid-block

traffic counts, levels of service of existing roadways, and any proposed short term or long term infrastructure improvement projects. As seen in Map 2.5 (on the previous page), Poplar Avenue is the main arterial that runs through the study area. The other major roads include Walnut Grove, Central, Southern, Park, Highland and Goodlett.

There are several problem intersections within the study area. For the purposes of this study a problem intersection is one where a street crosses a railroad track at grade, a street dead-ends into an intersection, or where there are alignment issues causing multiple traffic signals or signs to be close together.

As seen in, area roads, Map 2.5 the majority of the problem intersections are along Southern Avenue where streets cross the Southern Rail Road at grade. The most problematic intersection in the study area is the intersection of Southern, Walker, and Patterson. This intersection actually consists of two intersections in close proximity and often results in confusion over who has the right of way. There is a planned realignment of Patterson in the University Master Plan that is intended to remedy the problems with this intersection.

The average daily mid-block traffic counts, as seen in Table 2.16 below and marked on Map 2.5 are a measure

**Table 2.16: University Area Traffic Counts**

Mid-Block Traffic Counts, 2000 to 2005 (average daily traffic)									
Map #	Road	Station Location	2000	2001	2002	2003	2004	2005	% Change 2000 - 2005
1	Central Ave.	Zach Curlin and Deloach	15,366	18,410	20,027	14,960	15,410	21,697	41.20%
2	Echles St.	Spotswood Ave. & Carnes Ave.	3,782	3,429	4,996	3,510	3,792	5,031	33.02%
3	Getwell	Rhodes & Sharpe	31,434	34,042	33,299	29,060	30,805	31,624	.60%
4	Goodlett	Southern & Central	19,813	21,677	23,356	19,650	24,060	21,661	9.33%
5	Greer St.	Midland Ave. & Milton Ave.	3,869	4,133	4,265	4,210	4,410	4,263	10.18%
6	Highland	Sam Cooper & Walnut Grove	N/A	N/A	N/A	25,090	26,059	21,769	N/A
7	Park	Goodlett & Perkins	21,408	24,558	25,395	24,230	24,782	22,850	6.74%
8	Poplar	Highland & Goodlett	29,306	31,969	31,810	28,180	30,190	29,615	1.05%
9	Southern	Highland & Goodlett	8,546	10,003	9,942	7,880	10,064	10,148	18.75%

Source: MPO

# Evaluations of Conditions and Trends Appendix

of traffic flow along several University District streets. As seen in Table 2.15 the areas highest traffic of 29,615 vehicles per day is along Poplar Avenue between Highland and Goodlett. Table 2.16 also provides the percent change in traffic from 2000 to 2005. It is important to note that average daily traffic counts in the area are trending upwards with some roads such as Central Avenue between Zach Curlin and Deloach and Echles Street between Spottswood and Carnes showing a much higher percent increase than other roads in the area.

While average daily traffic counts are an important tool for transportation planners, they do not paint the full picture of roadway congestion. To fully understand the condition of roads in the area one must look to the volume-to-capacity ratios. This measurement considers the number of vehicles using a roadway segment in light of the capacity of that roadway segment. This measurement is expressed in the Level of Service ("LOS") of the roadway. A LOS of "A" describes a roadway that is experiencing the least amount of congestion while an LOS of "F" describes a roadway that is above capacity and is experiencing a large amount of congestion.

The Memphis area MPO has designated the sections of Poplar Avenue and parts

of Echles and Southern in the study area as a LOS "D" meaning that while it operates below capacity it may become congested during peak hours. Additionally, the Memphis Area MPO has designated all parts of Goodlett, Getwell and the southern section of Highland Street as LOS "E" meaning that these street segments are operating at capacity and any unforeseen incidents in these areas could greatly impact traffic flow (MPO, 2004).

The MPO's Long Range Transportation Plan (LRTP) currently addresses two roads within the University Area. It is anticipated that between 2020 and 2026 some attention will be given to improving Poplar Avenue but no information has been provided as to the specific plans for the improvements. However the LRTP does say that at some point between 2020 and 2026 Southern Avenue west of Highland Street will be expanded from four (4) lanes to five (5) lanes and that Southern Avenue between Highland Street and Goodlett will be expanded from two (2) lanes to four (4) lanes (MPO, 2004). The expansion of Southern Avenue between Highland and Goodlett will have the greatest impact on the University District because this increased capacity will further affect the pedestrian traffic crossing Southern Avenue.

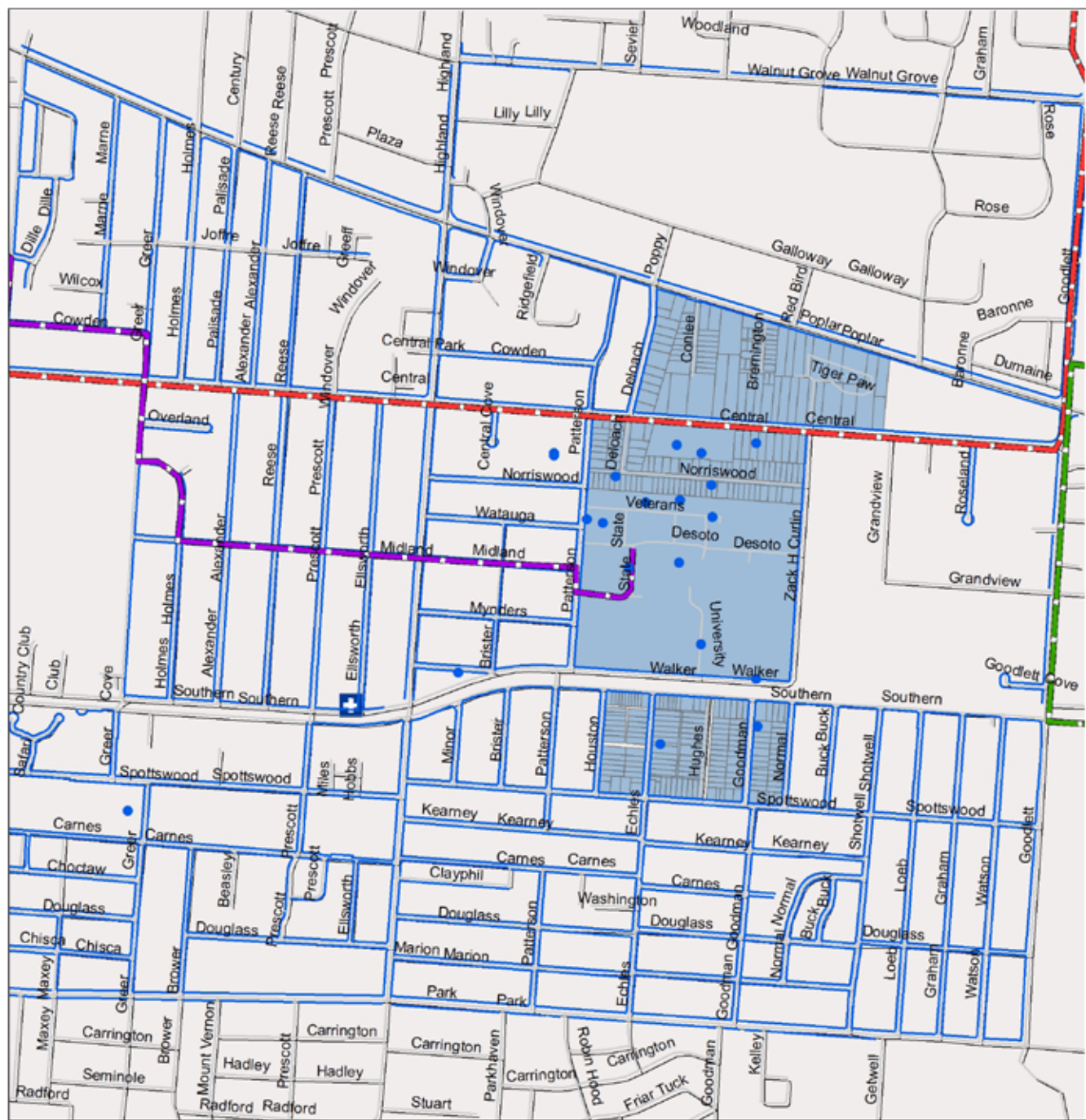
## Sidewalks

Sidewalks and pedestrian trails can connect various points within a neighborhood or community. Pedestrianism, or walking, is an important mode of transportation for residents of urban areas that is encouraged by well-planned systems of sidewalks and trails. These systems also provide opportunities for neighborhood residents to participate in health-related activities, such as walking and hiking, and enhance relationship-building and cohesion among residents.

Title 12: Streets, Sidewalks and Public Places of the City of Memphis Code of Ordinances regulates the construction and maintenance of sidewalks in the city. In general, any lot adjoining a public street grade with curb and gutters is required to have sidewalks provided by and maintained by the property owner (Sec. 12-24-3 and Sec. 12-28-2). The required sidewalk widths generally range from 4-6 feet (Sec. 12-28-10). As part of the comprehensive planning effort, a sidewalk survey of the University District was conducted in September, 2007.

The results of the sidewalk survey of the University District indicate that a majority of the study area has sidewalks on at least one side of the street (see Map 2.6: University District Bike and Pedestrian Facilities on next page).





## Map 2.6

### University District Bike and Pedestrian Facilities

#### Legend

- Unofficial Routes
- Central Memphis Tour
- East Memphis Tour
- Pedestrian Walkway
- Bicycle Support Centers
- Bike Racks

0 650 1,300 2,600  
Feet

### University District Comprehensive Plan



Prepared by Comprehensive  
Planning Studio, Fall 2007  
University of Memphis

Source: Field Survey, October 5, 2007



# Evaluations of Conditions and Trends Appendix

Notable exceptions include the entire interior of Red Acres neighborhood, Joffre Street in the Joffre Civic Area and Grandview Avenue in the University Area Neighborhood. According to Sec. 12-28-2 of the City ordinance, property owners on some streets, such as “L” streets and cul-de-sacs with a minimum number of lots, are not required to install sidewalks. Streets that would benefit from having sidewalks on both sides of the street due to higher volumes of pedestrian traffic or for safety purposes include Southern Avenue between Highland and Normal streets south of the railroad tracks, Zach Curlin Avenue to the east of the University’s Main Campus, and the east side of Goodlett Street along Audubon Park.

A visual inspection of sidewalks conducted during the sidewalk survey suggests that most sidewalks in the University District are in fair condition. Sidewalks in the area to the west of the University’s Main Campus between Patterson and Highland, most of the sidewalks adjacent to Park Avenue between Semmes and Goodlett streets, and sidewalks in areas of the Messick Buntyn neighborhood exhibited significant cracking and poor maintenance. The number of curb cuts and driveway openings on Park Avenue and Highland

makes sidewalks along these roads extremely dangerous to travel.

Sidewalks ranged from 4-6 feet throughout the University District with an average width of four feet. It is difficult for two or more people to comfortably pass by one another on four foot wide sidewalks. Although the neighborhoods appear to be generally adequately connected by sidewalks, many of the sidewalks are not pedestrian-friendly. During the Phase I community meeting, some neighborhood residents indicated that the area is not pedestrian-friendly. They also indicated that they would like a more pedestrian friendly Highland Street commercial area.

## Pedestrian Trails

The University District has one pedestrian trailway clearly marked. The one mile “Walking Trail” is located on the east side of the University’s Main Campus and utilizes sidewalk on the west side of Zach Curlin as part of the trail. The remainder of the trail is formed using interior Campus sidewalks. No other records of pedestrian trails were found and no indications of informal walkways were observed during the sidewalk survey.

## Bicycle Routes

There are currently two recreational routes that are located in the GUA. One is the Central Memphis Tour which is a

40 mile loop that takes riders past some of the more historic areas of the city. The second is the East Memphis Tour which is a 50 mile route that takes riders past several East Memphis neighborhoods. While the routes are signed for cyclists, there are currently no lanes nor any other indication for motorists that the street is shared with non-motorized vehicles.

The majority of the bike racks and bike supportive facilities in the University District are located in and immediately adjacent to the main campus. The exact location of each rack can be seen on Map 2.6 (see the previous page).

There are also several bike support facilities located in and around the UD. The Pink Palace Museum, Memphis Botanic Gardens, and the fire station at 3426 Southern Ave all provide first aid, water, and rest areas for cyclists.

## Public Transit

Memphis Area Transit Authority (MATA) provides bus service throughout the University District (UD) and the Greater University Area (GUA), (see Map 2.6 on page 63). As a result of the University District’s central location, transit riders have access to various educational and medical institutions, retail centers, community facilities, and recreational facilities in all directions, including downtown and the medical center,

# Evaluations of Conditions and Trends Appendix

various medical institutions in east Memphis, such as Baptist East, Christian Brothers University, the Memphis International Airport, and the Oak Court Mall, to name a few. MATA changes its routes twice per year to adjust for routes that are over- or under-capacity. There are currently no plans for future expansion within the UD, and any future expansion of MATA's routes within the neighborhood will be contingent upon the need for new routes as a result of population increases.

Existing routes provide service Monday through Friday from early morning to the late evening, and many also provide service on Saturday and Sunday. Peak morning ridership usually occurs between 6:00 A.M. and 9:00 A.M., and peak evening ridership usually occurs between 3:00 P.M. and 6:00 P.M. The 50 Poplar is the most popular route within the University District. It has service Monday through Friday and has a night route. Currently, the 33 Highland only runs during peak times; thus, there is a service gap in the middle of the day. However, all other existing routes within the neighborhood provide frequent service.

The Norfolk-Southern railroad right-of-way through the neighborhood has been designated as a potential Light Rail Transit (LRT) Corridor by the Metropoli-

tan Planning Organization (MPO) in its most recent transportation plan.

According to the Memphis Area Transit Authority's Memphis Regional Transit Plan (June 1997) and Regional Rail Program – Phase 1 – Corridor Selection Final Report (March 2001), no immediate plans exist for the Norfolk Southern Rail Line. The airport corridor appears to be the main focus for a LRT line this time.

MATA has indicated that the City of Memphis stands ready to acquire any rail right-of-way that is abandoned by a railroad. Along with the Naval Facility, the University of Memphis is recognized by MATA as a high priority transit area given the size of the activity center (total trips generated) and the concentration of trips (number of destinations within a short walking distance) in the activity area.

The Memphis Regional Transit Plan also reports that the E Memphis / Germantown / Collierville LRT Corridor is 24.2 miles, would require 19 stations and will potentially have the third highest ridership per mile (behind the Cordova corridor and the Whitehaven/Mississippi corridor). Capital cost for the E Memphis / Germantown / Collierville LRT corridor is estimated at \$424,600,000. This represents the lowest per mile capital costs of all corridors studied.

## Rail Freight Facilities

Older than the University District itself, the Southern Railway, which parallels Southern Avenue, has played an integral role in the growth and development of the area. Originally known as the Memphis & Charleston Railway, it was an important factor in the establishment of small farms and subsequent suburban residential development by providing the linkage to the City of Memphis. Today, the rail line is owned by Norfolk Southern Railway and is used for transporting coal and other freight from Atlanta to Memphis.

The Intermodal Freight Transportation Studies program at the University of Memphis estimates that an average of 30 trains, up to 1.25 miles long, pass through the University District on the single set of tracks leading in and out of the Norfolk Southern rail yard just west of Semmes Avenue outskirts of the University District (M. Lipinski, personal communication, Oct. 4, 2007).

The rail line has been a constant source of physical and psychological division for the neighborhood, and as such has proven to be a barrier to both redevelopment and unity within the area. Additionally, at-grade crossings at six intersections in the neighborhood – Semmes, Greer, Prescott, Highland, Patterson and Goodlett – create substantial traffic

## University District MATA Bus Routes

— MATA Bus Routes  
 University District



## University District Comprehensive Plan



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Source: Memphis Area Transit Authority

# Evaluations of Conditions and Trends Appendix

problems for both pedestrian and automobile travel.

With the railway currently at or near full capacity, Norfolk Southern will be investigating opportunities for growth elsewhere in the Memphis area, particularly at the Canadian National's expanding intermodal terminal at Frank C. Pidgeon Park in South Memphis. However no significant changes should be expected for Norfolk Southern's operations in the University District within the next fifteen to twenty-five years.

## Community Facilities

### Schools

The University District is located within the Memphis City School System. There are four public elementary schools, four middle schools, and two high schools that serve the area. In addition to the public school system, there are also two private elementary schools within the District: St. Anne Catholic Elementary and Presbyterian Day School. In addition to these learning facilities for children and teens, there is also the Messick Adult Center, which is the Memphis City School

System's only adult education center, providing a variety of education and training programs. Table 2.17 below lists the public and private schools serving

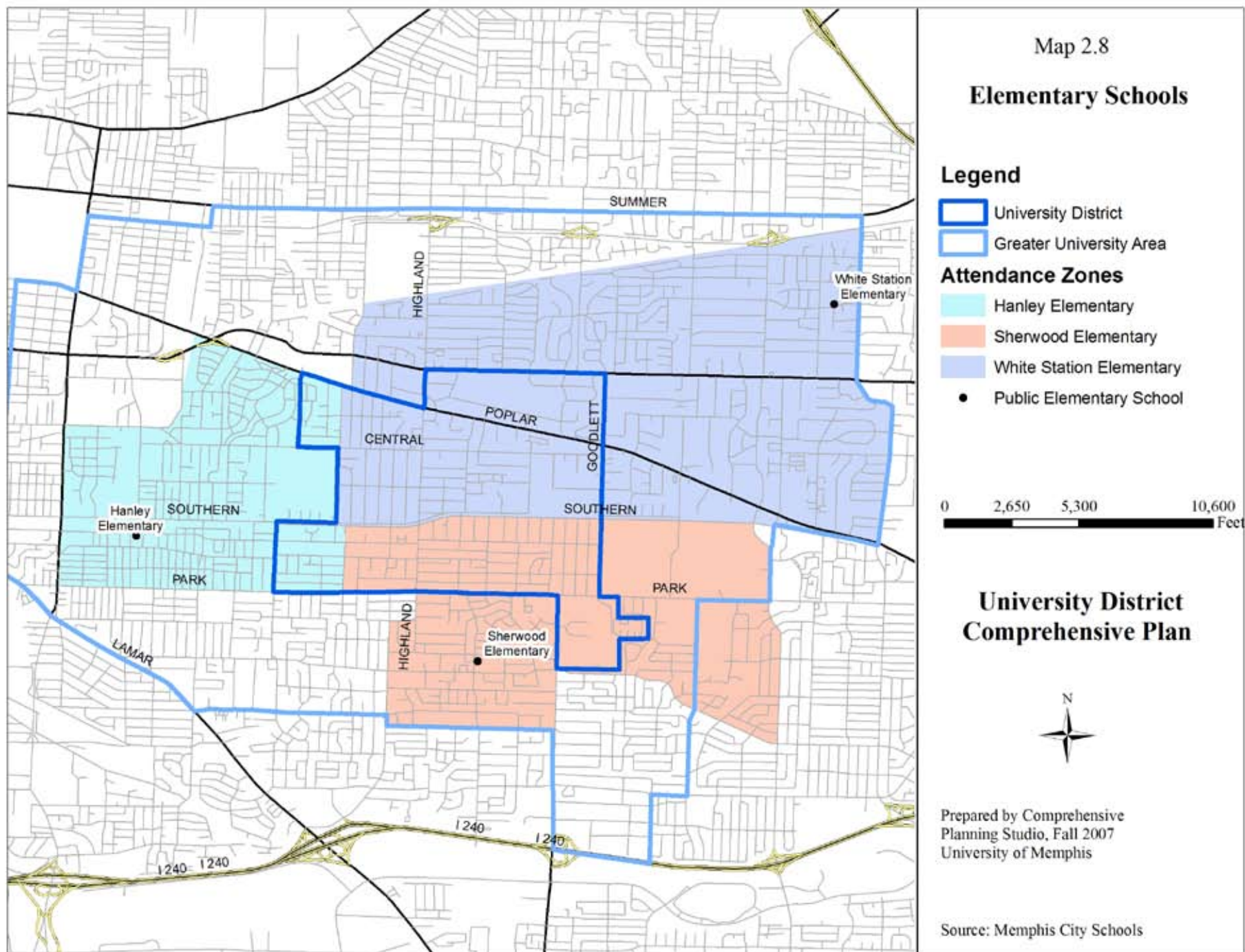
the University District, along with a few important characteristics.

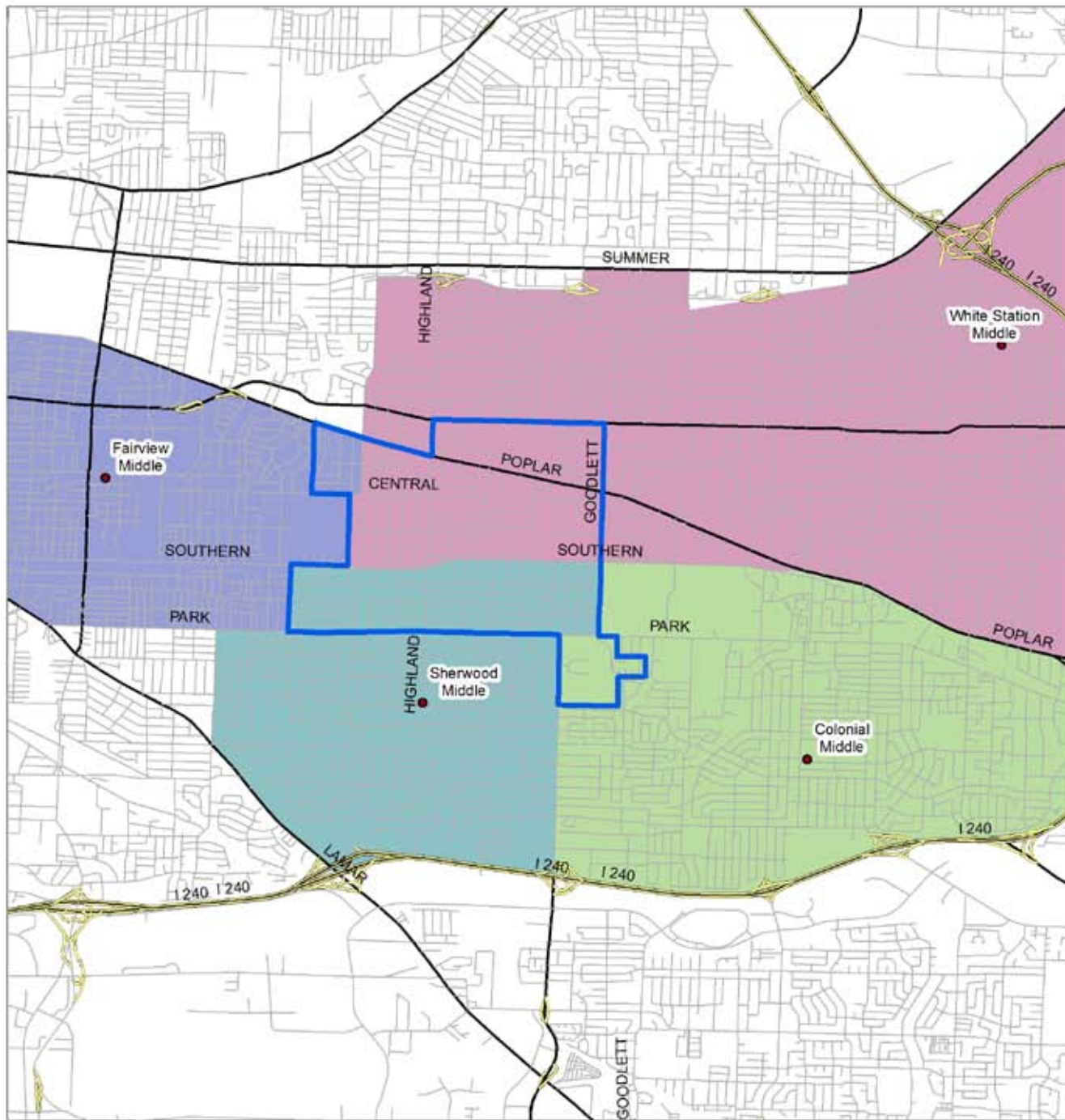
Perhaps the most important fact to note from the table is the lack of schools

**Table 2.17: Primary and Secondary Schools**

Name of School	Location	Located In UD	Grades	Enrollment	Capacity
<b>Public</b>					
Campus School	535 Zach Curlin	Y	1 thru 6	342	
Hanley Elementary	680 Hanley	N	K thru 5	817	960
Sherwood Elementary	1156 Robin Hood Lane	N	K thru 5	665	800
White Station Elementary	4840 Chickasaw Road	N	K thru 6	524	920
Colonial Middle	4778 Sea Isle Rd	N	6 thru 8	1,112	1,100
Fairview Middle	750 E. Parkway S.	N	7 thru 9	337	600
Sherwood Middle	3480 Rhodes	N	6 thru 8	845	1,300
White Station Middle	5465 Mason Road	N	7 thru 8	1,099	1,100
East High	3206 Poplar	N	9 thru 12	942	1,550
White Station High	514 S. Perkins Road	N	9 thru 12	2,155	2,055
<b>Private</b>					
St. Anne Elementary	670 S. Highland	Y	Pre-K thru 8	176	
Presbyterian Day School	4025 Poplar	Y	Pre-K thru 6*	575	
* Boys only					
Source: Memphis City Schools - Website: <a href="http://www.mcsc12.net/">http://www.mcsc12.net/</a> ; St. Anne Catholic Elementary - Website: <a href="http://www.stannehighland.net/">http://www.stannehighland.net/</a> ; Presbyterian Day School - Website: <a href="http://www.pdsmemphis.org/">http://www.pdsmemphis.org/</a>					








Map 2.9

## Public Middle Schools


### Legend


 University District

### Attendance Zones

 Colonial Middle

 Fairview Middle

 Sherwood Middle

 White Station Middle

 Public Middle School

0 0.5 1 2 Miles

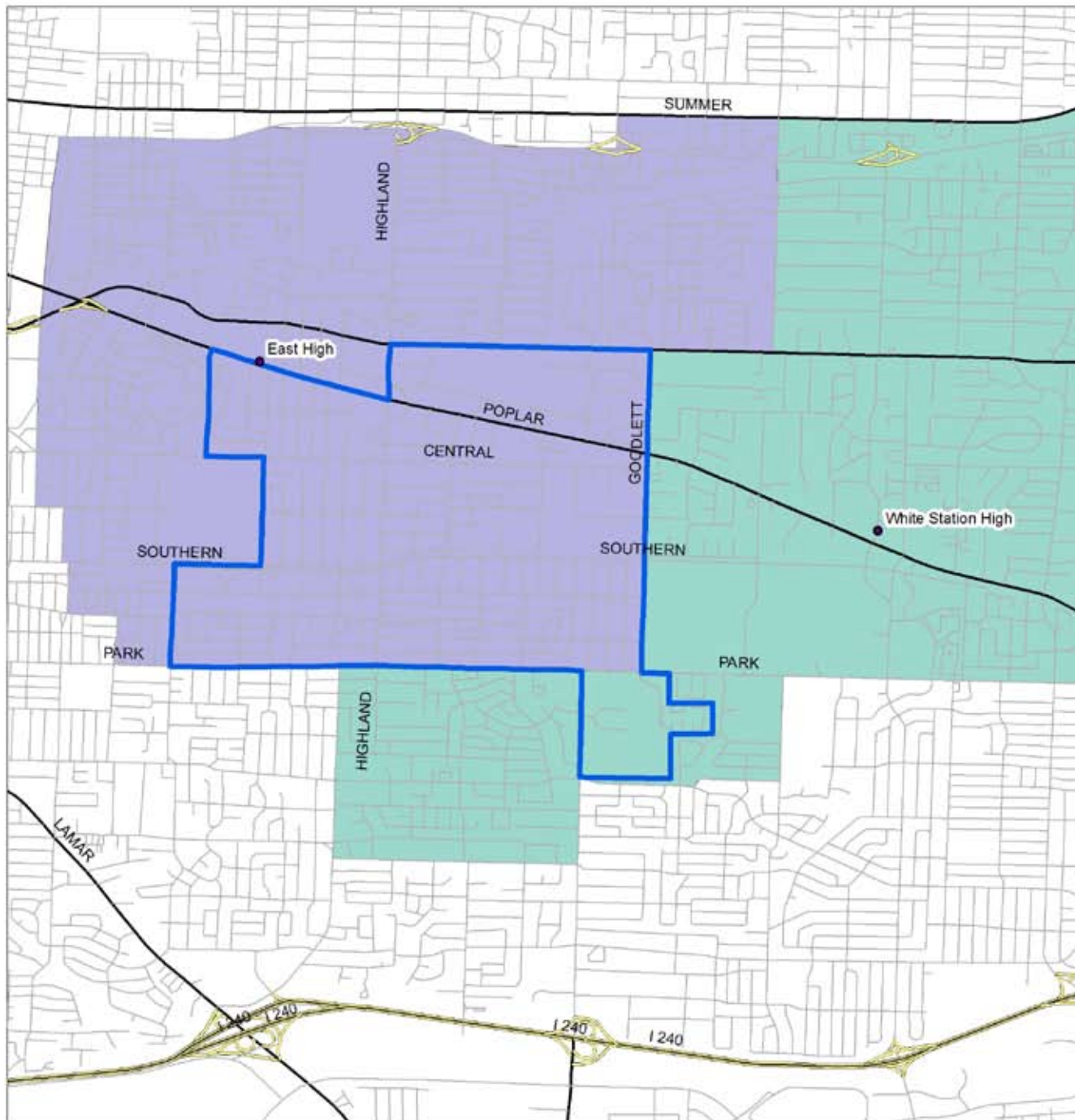
### University District Comprehensive Plan



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University of Memphis

Source: Memphis City Schools





## Map 2.10

### Public High Schools

#### Legend

University District

#### Attendance Zones

White Station High

East High

Public High School

0 1,875 3,750 7,500 Feet

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Source: Memphis City Schools

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located within the University District. Of all these public schools utilized by University District residents, only the Campus School is located within the actual District boundaries. And although the Campus School is part of the Memphis Public School System, it primarily serves the families of faculty and staff of The University of Memphis. Maps 2.8 through 2.10 display the attendance zones for these elementary, middle, and secondary public schools. It is important to note that, despite its unified appearance as a conglomeration of adjoining neighborhoods, the University District is dissected into several parts by these attendance zones, dispersing children to schools throughout the Midtown and East Memphis areas.

In 2006, Memphis City Schools released its Five Year Master Plan. The plan has two important goals whose implementation has already begun to affect the University District. The first of these goals is a return to neighborhood-based schools and the elimination of satellite attendance zones that shuttle children across the city. Shifts in attendance zones have expanded and contracted some of the zones that serve the University District, but no changes have occurred within the District itself. The second major goal is the standard-

ization of the grade sequence. White Station Elementary, Fairview Middle, and East High have all been restructured in terms of number of grades as part of this standardization process.

## Libraries

There are two public libraries located within the Greater University Area: the Highland Street Library and the Central Library. The Highland Street Library's primary service area includes the University Planning District and Orange Mound, Buntyn and Normal Station neighborhoods. The facility had renovations in 1959 and 1999 and was given a grant to improve its landscaping in 2003 (<http://www.memphislibrary.org>).

The Central Library serves the entire metropolitan area of Memphis. In addition to providing books, cds, and various other media, the library also offers meeting rooms and a wide variety of facilities for the greater public. There are a total of 119 public computers with variety of software for word processing, Internet research, and accessing library databases. Library staff also offer classes in computers and Internet research on a regular basis. The library has a radio station and a cable access show in order to provide the community with both cultural programming as well as services for the disabled.

## Parks & Recreation

A Comprehensive Master Parks Plan was completed in 1999 for Memphis Park Service to provide a framework for 22 years. The plan inventoried the availability of parks and whether the inventory and condition met recommended standards for parks. Recommendations were included in the plan for sections of the Greater University Area (GUA).

Recommendations in the Greater University Area include major improvements at the Fairgrounds to turn it into a regional park and aquatic center, turning Sam Cooper Boulevard into a parkway with a tree lined median, and adding a greenway along the Southern railroad. Other recommendations for new parks include a new neighborhood park and renovation of Galloway Golf Course. Of these recommendations, only Galloway Golf Course completed renovations.

While there are only two parks within the University District, there are several parks in the GUA that provide recreation areas for the population. The parks located in the University District include Davis Park, which is located adjacent to a community center and has a lighted baseball field and a basketball court, and Galloway Gold Course, a public 18 hole golf course. The parks in the GUA that also serve residents of the University District include East High Sportplex,



## Map 2.11 Public Parks

### Legend

- Parks and Open Space
- Local Collectors
- Interstate
- Freeway Ramps
- A15
- Highways
- Major Arterials

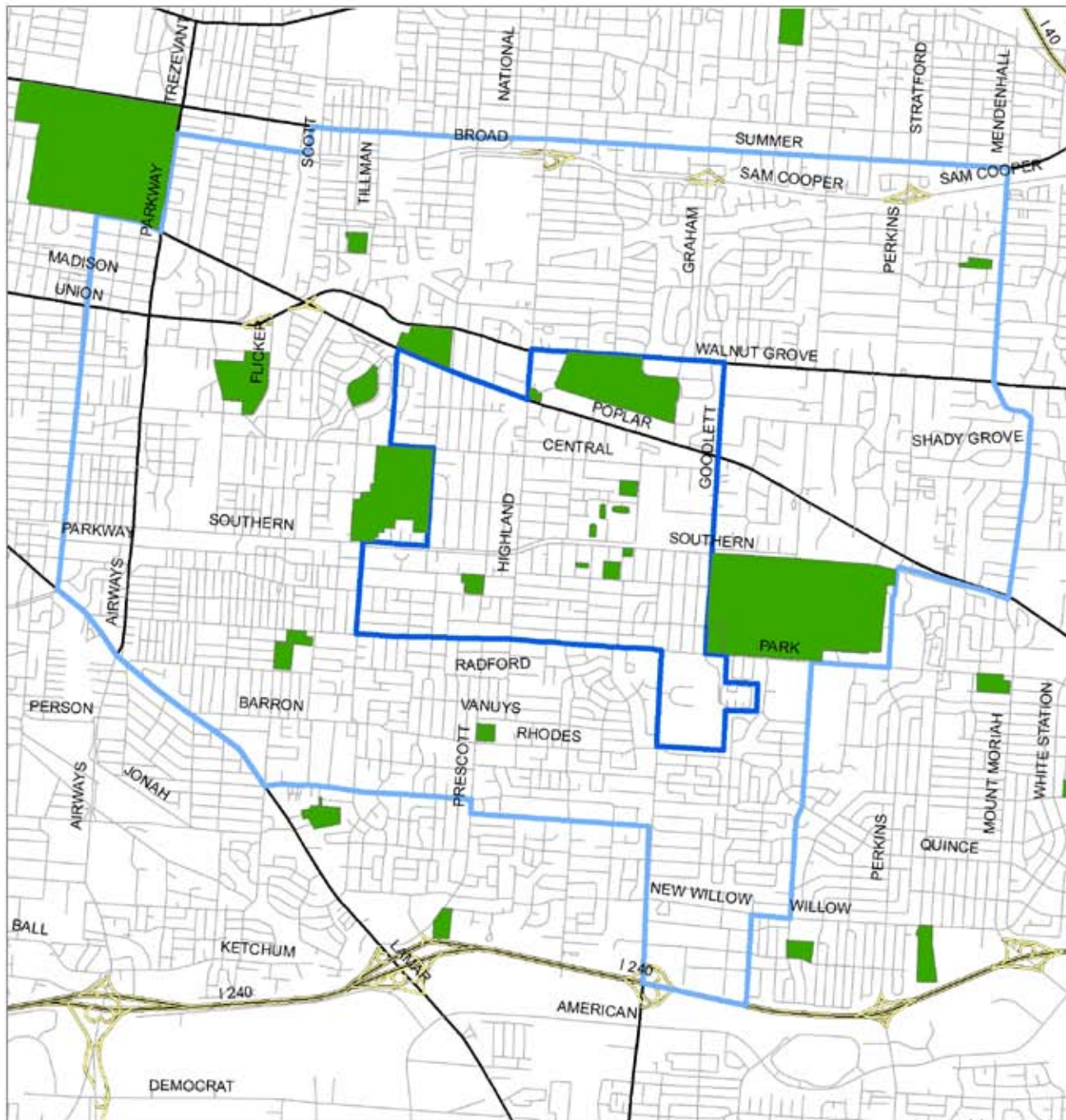
0 2,200 4,400 8,800 Feet

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Source: 2006 Shelby County Assessor Data



# Evaluations of Conditions and Trends Appendix

Chickasaw Lake in Chicksaw Gardens, Audubon, Tobey, Avon and Howze Park. East High Sportplex contains a track and athletic field as well as playground equipment. Audubon provides a lighted softball field, a soccer field, a walking trail, 12 tennis courts, and an 18 hole golf course. Tobey Park has multiple ball fields. There is a ball field, basketball court, and play equipment located in Avon Park. Howze Park includes a ball field and a swimming pool.

At least one neighborhood park should be located within one mile of any residential area. Map 2.11 (on the previous page) shows the locations of parks in the GUA. Every area within the University District is within one mile of a park, however, some areas within the GUA are more than one mile from a park.

To increase the amount of park space in the area, Memphis Park Services should acquire new property if suitable land can be found and develop it with play equipment, tennis courts, and fitness trails for young families, young professional, university affiliates, and the elderly. In attempting to

acquire property, Memphis Park Services should look at old commercial sites and collaborate with the University of Memphis.

The 1999 plan also calls for greenways and new parkways to be developed in Memphis. The plan recommends evaluating the Sam Cooper right of way and the L&N railroad corridor that links Overton Park to the Wolf River to Shelby Farms and Cordova for a greenway and trail. The railroad corridor along Southern Avenue that links to the Fairgrounds, University of Memphis, Audubon Park, and Germantown should also be considered for a greenway and trail.

## Fire and Police

There are two separate police departments and one fire department that serve the University District area. The Memphis Police Department (MPD) is

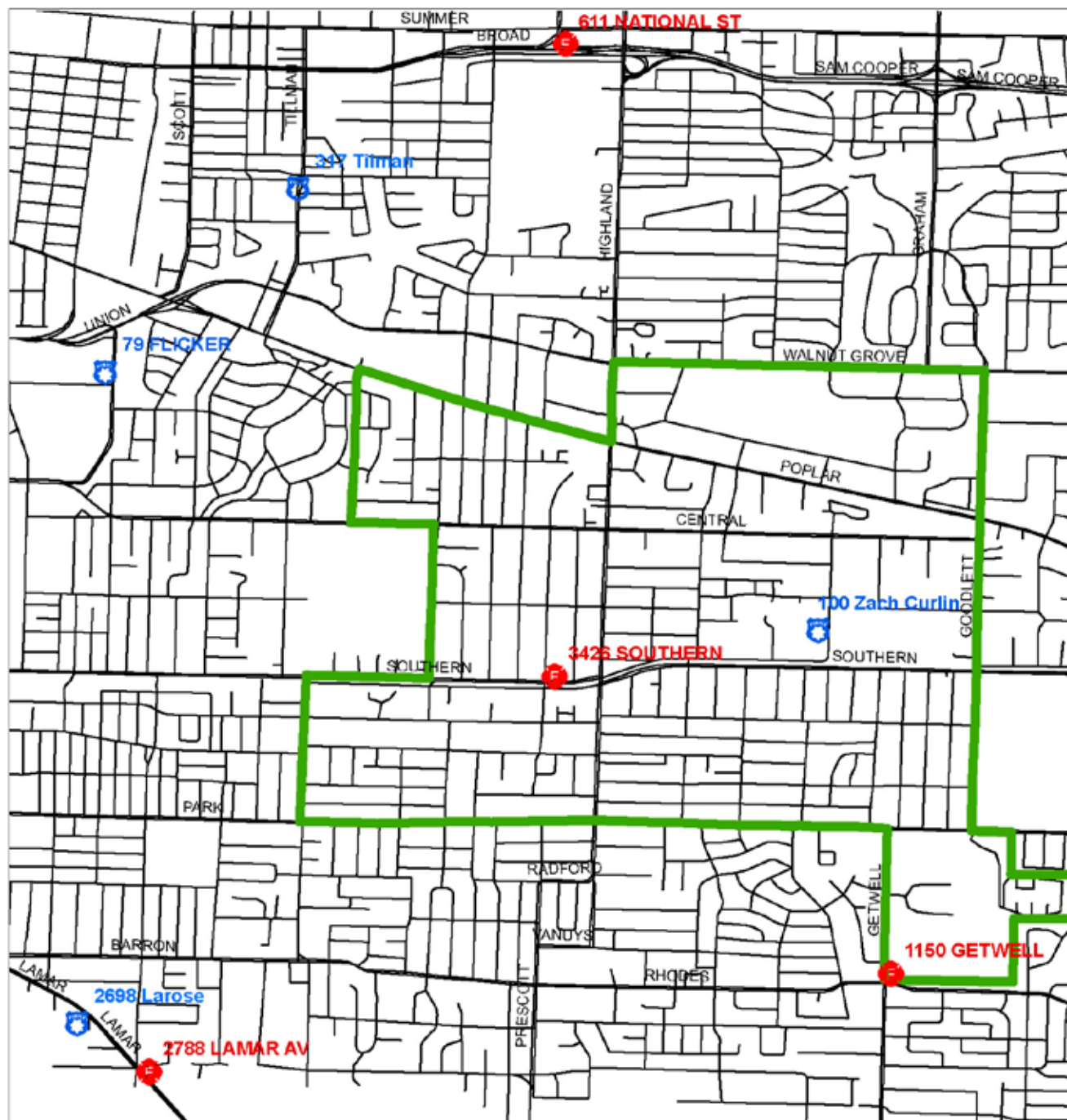
the primary police entity but parts of the University District have the benefit of "double coverage" by the University Police. The Memphis Fire Department has the sole fire fighting jurisdiction over the University District. Map 2.12 (on the next page) and Table 2.18 below offer a snapshot of the location and resources of the university area's police and fire assets.

## Memphis Police Department

The University District is located in MPD's Central Precinct with the main station located at 426 Tillman. The Central Precinct maintains 142 officers that cover approximately 26 square miles and serve over 90,000 residents. In addition to the main Tillman Station, the MPD has a training center located at 79 Flicker Street and a police sub-station located at 2698 Lamar. While all MPD facilities are located outside of the University District boundary the

**Table 2.18: Police and Fire Assets in the Greater University Area**

Type	Address	Zip	Assets
Police	426 Tilman (Central Precinct)	38112	142 Officers
Police	79 Flicker (Training Facility)	38114	
University Police	100 Zach Curlin (Parking Garage)	38152	30 Officers
Fire Station 16	2203 Lamar Ave./Garfield Station (Orange Mound)	38114	Engine 16, Truck 7
Fire Station 17	611 National/Broad Ave. (North of Chickasaw)	38122	Engine 17, Truck 8
Fire Station 18	3426 Southern/Ellsworth (West of highland)	38111	Engine 18
Fire Station 30	1150 Getwell/Rhodes Ave. (South Campus)	38111	Engine 30, Truck 12



Map 2.12

## Fire and Police Stations

### Legend

Police Stations

Fire Stations

UN Boundary

Streets

0 0.25 0.5 1 Miles

## University District Comprehensive Plan

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University of Memphis





# Evaluations of Conditions and Trends Appendix

three seen in Map 2.12 and highlighted in Table 2.18 are located within the Greater University Area.

## University Police

The University of Memphis maintains its own Police force consisting of approximately 30 police officers. The University Police have the same rights and powers as MPD officers but they are restricted in the territory in which they have jurisdiction. The University Police station is located in the first floor of the parking garage at 100 Zach Curlin and serves the areas west of Goodlett, east of Highland, south of Poplar, and north of Park. In addition, the University Police patrol the Park Avenue Campus. The areas that are served by the University Police are also patrolled and protected by the Memphis Police Department's Central Precinct.

## CoPPS

Community Police Problem-solving Team (CoPPS) offers a mechanism to link the University Police Services with community needs. Through the program, all community residents have access to University Police Services and the resources available. This program is also unique in that it provides a feedback loop. UM Police Services, in addition to responding to complaints, will provide feedback of the results of the investigation to both individuals and

neighborhood groups. Through the 2003 Mutual Assistance Agreement, University of Memphis Police Services has jurisdiction in parts of the University District area. They recommend that residents contact both University Police Services and the Memphis Police Department. In October 2007, a policy was established so that any call to the MPD switchboard requiring a response is also forwarded to the University of Memphis Police Services dispatcher so that University police can be dispatched. The University of Memphis Police Services employs a full-time officer whose primary responsibilities include serving as a liaison with community organizations and residents.

## Memphis Fire Department

The University District is served by two fire stations within the University District boundary and an additional two stations within the Greater University Area. A total of four engines and three trucks are located within the Greater University Area and are capable of prompt responses to all parts of the University District. There are currently no plans to expand the fire coverage within the University District.

## Utilities

### Electric

Memphis Light Gas and Water is the study area's provider for electric service. The utility company indicates

that all property is served, that most electric lines are above ground and that there are no major easements that would restrict future development. No problems regarding capacity based on current usage rates have been identified. There are no immediate plans for major electrical improvements to the Greater University Area or the University District at this time.

## Voice and Data Services

BellSouth and Comcast are the principal providers for voice and data services. Approaching each company as a potential customer revealed that both voice and data services are available to the entire area. Each company offers a tiered service plan with an escalating cost structure associated with additional services or increased performance.

Zayo offers a dedicated internet access (DIA) for businesses and internet service providers (ISP) wishing to maintain high levels of data services. Zayo's primary trunk line runs down Poplar Avenue with a service line extending into the University of Memphis Campus. A fiber optic line also extends South on Greer Street with an extension along Midland to Highland Street.

### Water

The Sheahan Pumping Station serves the University District's water needs by



# Evaluations of Conditions and Trends Appendix

pumping water to various businesses, institutions, and residences. It has a capacity to pump 35 million gallons of water per day. However, on average, it pumps approximately 21 million gallons of water per day, with peak usage occurring during summer months for activities such as lawn irrigation and domestic consumption. The pumping station currently meets the demand of the area and there are no plans for improvements.

Furthermore, the University of Memphis Groundwater Institute works in conjunction with the water division of Memphis Light Gas and Water (MLGW) to monitor the condition of the neighborhood's water supply to protect it from pollutants, such as oil, fertilizers, and other pollutants, often disposed of improperly, which contaminate the drinking water. In addition, the Tennessee Department of Environment and Conservation has several divisions which monitor groundwater, including the Division of Remediation (DOR), the Division of Underground Storage Tanks (UST), and the Division of Solid Hazardous Waste Management (DSWM).

## Sewer

The existing sewer lines within the University District were designed to accommodate a mixture of uses and have functioned well over the 50 or

more years they have been in operation. However, the University of Memphis has grown significantly over this time period and many areas in the study area have been developed or are being redeveloped to include uses that generate more waste water than was originally anticipated. Moreover, the sewer lines have not kept up with this growth and therefore may not have the available capacity for additional development.

## Gas

Existing gas infrastructure within the University District is currently functioning under capacity, operating at 29.1 percent of its capacity. The system is designed to operate under winter conditions, the time during which it receives its peak demand. Further, any new development or an increase in population would not pose a threat to the current gas regulating facilities.

## The University Campus

University campus facilities are generally informally regarded as community facilities because many university-related activities, such as theatre performances and speakers, are open to the public. The level of activity at the University can be overwhelming for many community residents, especially if directional and event signage is not adequately supplied by the University; and lack of parking on the university's campus can deter the

public from utilizing campus facilities. A stronger university-community partnership seeks to encourage public use of university facilities, especially by local neighborhood residents. The inventory below describes those facilities at The University of Memphis that are currently accessible by the community.

## Arts & Culture

The Art Museum of Memphis (AMOM) is open Monday-Saturday, 9-5 and is free to the public. Scheduled tours are available. Theatre & Dance performances are offered to the public. The minimum membership, Friend of the U of M Theatre, is \$50.00. Information regarding ticket price for one performance is unavailable. Music recitals and performances are offered to the public. The minimum cost per ticket is \$5.00 for non-students and seniors. The music department also conducts a Community Music School, whose offerings include adult and children private and group lessons and a summer camp. Fees are charged for participation in the Community Music School.

## Sports & Recreation

The University's Hyperplex facilities are available to community residents on a membership basis. A full membership is \$720 per year. There is no indication that sports and recreation facilities are

# Evaluations of Conditions and Trends Appendix

available for community use other than through the purchase of a membership.

## Public Open Space

The University's primary public spaces are located in front of McWherter Library and to the east of the Administration Building. The Alumni Building located on Normal Street also has a considerable amount of open space on the south side of the facility. These spaces are accessible to community residents. One neighborhood association holds its yearly picnic on the grounds of the Alumni Building. The University has also been designated as an arboretum and its trail is a arboretum trail.

## K-12 Education

The University of Memphis Campus School serves students in grades 1-6. The school is located on the University of Memphis campus and is described as a laboratory school of the University. Children of University faculty and staff register to attend the school and a limited number of spaces are available to neighborhood children. Consideration is being given to expanding the campus school to grade 12.

## Library Facilities

Several library facilities are open to the public. These include the McWherter Library, the Music Library and the Law Library. Non-university patrons cannot check out books and internet access for

non-University students, faculty or staff is limited in all libraries.

## Meeting Space

The University has a variety of meeting spaces including the Fogelman Executive Center, the FedEx Institute and the Michael D. Rose Theatre. These facilities are made available to the public and fees are charged for the use of the facilities and services provided.

## Environmental Conditions

**Drainage.** The University District is primarily located in the Black Bayou Drainage District which is part of the Nonconnah Basin. Poplar Avenue serves as the main ridge line with areas south draining into the Nonconnah and land north eventually draining into the Wolf River. (See Map 2.13 on page 76.)

While the majority of the University District is served by the Black Bayou in the southeastern portion of the study area, Cypress Creek provides drainage for the northeastern part of the District.

With increased additions of impervious surfaces, primarily due to building on the University's main campus, storm water runoff has created flooding problems during periods of heavy rain. To mitigate the increasing incidence of flooding in the Normal Station neighborhood, city engineers increased the overall capacity of the Black Bayou

drainage by removing material from the Bayou's bottom and by removing bridge pilings which were causing water backup during periods of intense runoff. Since the road bridges were no longer able to support the weight of traffic once the pilings were removed, two pedestrian bridges were built to allow access from one side of the creek to the other. The bridges are located at Goodman and Douglass and Goodman and Marion.

## Soils

Soils comprise an important component of any environmental survey. Soil properties like texture, structure, or density play an important role in determining the types of urban uses that are best suited for that particular location. Overall, there are few limitations in the University District, due in large part to the fact that the area has been urbanized for a number of years. The primary soil types that can be found throughout the study area can be seen in Map 2.13.

There are four main soil types in and around the University District – Calloway Silt Loam, Filled Land, Graded Land Silty Materials, and Memphis Silt Loam as shown in the map above. These are described as follows.

- Ca- Calloway Silt Loam, somewhat poorly drained, uppermost 20" is readily penetrated by roots, water and air, fragipan starts at 15-25",

# Evaluations of Conditions and Trends Appendix



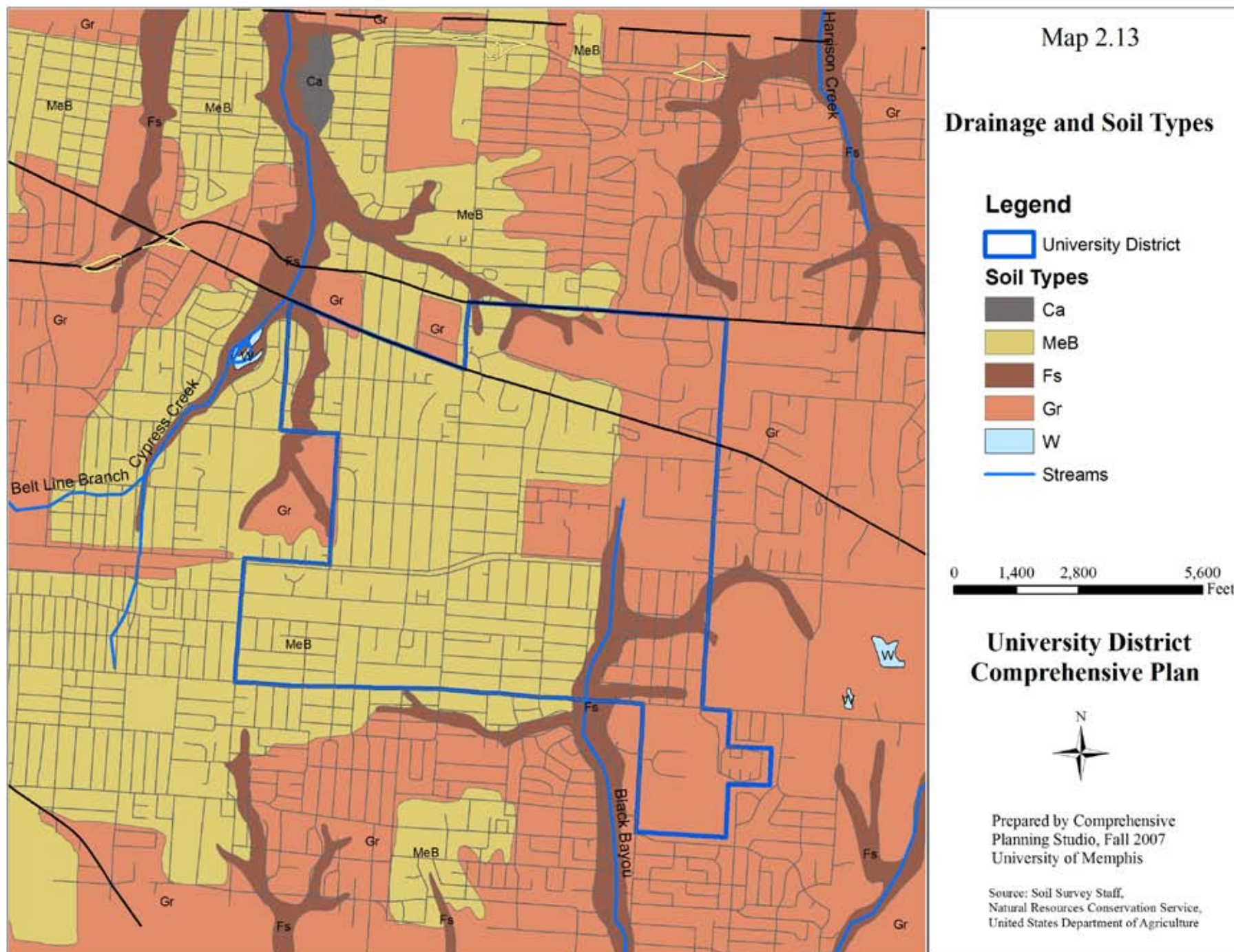
strong to medium acidity, low natural fertility, when wet in winter and spring use of heavy machinery may injure tree roots and cause soil compaction, plant competition is moderate, suitable for bottomland hardwoods

- **Fs- Filled Land (Silty)**, consists of soil material that has been moved for the purpose of leveling and building, some areas are suitable for development as recreational sites such as tennis courts, golf courses, and parks
- **Gr- Graded Land Silty materials**, graded for subdivisions a few inches up to 5 feet, 1-5% slope after grading, small areas of filled land, ok for plants and trees if seedbed is prepped with fertilizer and enough water
- **MeB- Memphis Silt Loam**, deep well drained soil on tops of broad low lying hills, plow layer is 7" thick, subsoil is silt loam several feet thick, layer below surface layer can be more clayey, in wooded areas surface layer is 12" thick, strong to medium acidity with high natural fertility, root zone is very deep with high water capacity, one of the most productive upland sites in the whole state, runoff and erosion

control are the main problems, washing occurs after disturbance, grass should be established in natural waterways, heavy applications of fertilizer can be used, vegetative cover needed to control runoff and conserve moisture.

Both drainage and soil conditions contribute to the overall capacity of infill and redevelopment in the University District. New development and improved public right-of-way must consider rain-water run-off and erosion as factors in future sustainability.









## Land Development Issue:

*Problem properties negatively impact the University District and lead to decreased property values.*

### Goal

- Eliminate problem properties in the University Neighborhood and improve on-going maintenance of all properties.

### Policy Recommendations

- Prepare guidelines for University District property improvement that extend beyond city standards to include beautification and environmental design to prevent crime.
- Prepare and distribute to both property owners and property occupants Memphis City ordinances and neighborhood standards regarding property maintenance and improvement.
- Establish and maintain a written procedure for reporting violations to the City's Office of Code Enforcement and for monitoring actions by the City.

## Residential

Residential units within the sub-areas of the University District are generally consistent as to style, price and maintenance. However, conflicts exist which cause problems for future prosperity.

## Residential Issue (1):

*Large number of single family rental units with lowered maintenance in addition to scattered substandard housing and lots is creating instability and lowered property values.*

### Goal

- Attract single-family homeowners.

### Policy Recommendations

- Create housing incentives, such as affordable home loans to attract faculty to the University of Memphis.
- Promote cultural amenities, such as the Children's Museum, The Pink Palace, and the Memphis Botanic Gardens.
- Encourage development of new middle income housing options.

## Residential Issue (2):

*Multifamily rental housing is becoming marginally productive with resulting maintenance and occupancy problems negatively affecting single family land uses and quality of life.*

### Goal

- Ensure compatibility between multi-family and single family developments.

### Policy Recommendations

- Enforce housing code relative to multi-family property.

- Promote redevelopment which encourages the reduction of blight through the use of city, county, and private funds.
- Confront criminal element by working with owners to evict problem tenants.

## Residential Issue (3):

*Duplex zoning over single family areas threatens stability for owner occupied housing.*

### Goal/Policy Recommendations

- Restore single-family zoning to single-family areas.
- Encourage development of multi-family, townhome and condominium housing options in appropriate locations.
- Residential Issue (4): Overflow parking from the university blocks residents' access to their homes and contributes to lowered property values.

### Goal

- Encourage appropriate use of parking in University District.

### Policy Recommendations

- Establish a University District resident parking permit system.
- Encourage carpooling and the use of mass transit.

# Vision 2030 Appendix

## **Residential Issue (5):**

*Student housing choices are limited to campus-supplied housing or marginal rental units lacking connectivity to the University and/or University District commercial, retail and recreational uses.*

### **Goal**

- Develop high density housing adjacent to the University.

### **Policy Recommendations**

- Encourage private mixed use development in close proximity to the campus and nearby amenities to enhance students' experiences and to promote social interaction and student community involvement.
- Encourage the development of attractive residence halls with amenities, such as classrooms, tutoring centers, and recreational spaces to enhance students' college experience.

## **Commercial**

Poplar, Highland and Park serve not only as major transportation arterials, but also as the locations for the majority of commercial uses in the University District. The community residents and stakeholders described the condition of these commercial uses as a liability to the neighborhood. Auto-oriented businesses dominate the commercial areas,

and narrow, disconnected sidewalks discourage pedestrian access.

Neglected commercial properties also act as a blighting influence on the surrounding residential neighborhoods. These very same residents and stakeholders envisioned a South Highland Street with more dense, walkable commercial areas, geared towards neighborhood residents, not just long-distance commuters driving through the neighborhood. They foresaw Park Avenue returned to its original residential use, free from the plethora of unsustainable, come-and-go businesses that blemish the streetscape.

## **Commercial Issue:**

*Run down and neglected commercial uses along Park and Highland discourage pedestrian access and act as blighting influences on surrounding residential areas.*

### **Goal**

- Promote vibrant and walkable commercial and mixed-use development in the University District.

### **Policy Recommendations**

- Focus on key nodes of activity for commercial redevelopment.
- Develop overlay district with design guidelines.

- Promote mixed-use development that supports housing and job opportunities for neighborhood residents.
- Encourage investors to return long strips of converted commercial uses along South Highland Street and Park Avenue back to residential uses.
- Encourage retail, dining, and other services that can connect public and private spaces and increase street-level activity.
- Encourage university-related real estate uses in District commercial nodes. Create a unique identity and sense of place for commercial core through a comprehensive branding strategy, utilizing locational identifiers such as placards, lamppost banners, street signs, collaborative community public art projects, unique street furniture, and other physical displays.

### **Goal**

- Develop pedestrian-friendly streetscapes in and around neighborhood commercial areas.

### **Policy Recommendations**

- Prioritize capital improvement projects to carry out streetscape improvements in targeted commercial areas.



- Tame busy intersections with curb extensions to provide safer pedestrian travel.
- Develop and implement a street tree policy to add a verdant canopy in and along commercial districts.
- Install uniform, human-scale street furniture in major commercial areas to promote increased use of public space.

## Institutional

Land uses by religious and fraternal organizations have been affected by a shifting local demographic base, the reorientation of fraternal organizations' role in today's society, and declines in resources distributed from regional and national affiliated organizations.

### **Institutional Issue:**

*Declining membership in religious and fraternal organizations results in less diversity and fewer neighborhood anchors.*

### **Goal**

- Redevelop abandoned religious and fraternal organization land uses as community facilities or other not-for-profit uses.

### **Policy Recommendations**

- Encourage alternative uses of properties by local and regional nonprofit organizations.

- Develop local community board to review, advise and make recommendations regarding the redevelopment of University District institutional facilities.
- Create incentives to maintain current ownership of institutional properties while maximizing the use of the property through private development.

## Transportation

Multiple modes of transportation encourage reduced reliance upon the automobile as the primary form of transportation. A reduction in automobile traffic has positive effects including enhancing the walkability and connectivity of the University District, improving air quality and reducing other negative environmental effects; creating safer streets—especially in residential areas—and increasing the health and well-being of community residents by providing walkable routes as an alternative. Sustainable urban neighborhoods offer accessibility to multiple modes of transportation. Connectivity between neighborhoods is enhanced and supports the development of a sense of place. A more diverse population can be developed as residents find that alternate forms of transportation support

their lifestyle choices. In this section, we address issues related to Streets, Sidewalks and Pedestrian Trails, Public transit and Bicycle Facilities by establishing goals and policies designed to encourage multiple modes of transportation.

### **Streets**

Streets provide the connectivity among District neighborhoods and serve as the dominant public use for automobiles, bicycles and pedestrians.

### **Streets Issue (1):**

*Major streets in the study area such as Central, Highland, and Southern discourage non-motorized modes of transportation and create barriers between neighborhoods.*

### **Goal**

- Redevelop Southern, Highland and Central avenues as high-performance streets that promote connectivity between neighborhoods.

### **Policy Recommendations**

- Add neighborhood identification signs along Southern, Highland, and Central Avenues.
- Add distinctive street lights that define the seams.

# Vision 2030 Appendix

- Add traffic calming pedestrian crossings at all major pedestrian crossings.
- Change the character of Highland by utilizing context sensitive design solutions.
- Widen sidewalks along Highland Ave from Park to Central in order to accommodate and continue the "Main Street" character.
- Allow street parking on Highland where possible.
- Replace center turn lane on Highland and Central with restricted, tree-lined medians and pedestrian refuges.
- Reduce the amount of east-west traffic that turns onto Highland by realigning and connecting Southern Ave. at Highland.

## Goal

- Encourage significant pedestrian activity throughout the University District.

## Policy Recommendations

- Convert the University District into a pedestrian priority zone by requiring automotive traffic to yield at all pedestrian crossings.
- Improve streetscape by planting additional street trees and maintaining existing trees.

- Widen existing sidewalks and require wider sidewalk construction with future development.

## **Streets Issue (2):**

*Congestion on Park Ave. and Highland St. increases "pass-through" traffic in residential areas of the University District.*

## Goal

- Preserve traditional street grid system throughout the neighborhood while discouraging pass-through external traffic.

## Policy Recommendations

- Narrow the width of connectors by placing water retention planters between sidewalks and streets
- Place landscaped medians throughout neighborhood.

## **Streets Issue (3):**

*Paved surfaces to support automotive traffic create a range of secondary impacts on the surrounding community including increased surface runoff, flooding, and visual pollution.*

## Goal

- Decrease surface runoff from impervious surfaces such as parking lots.

## Policy Recommendations

- Replace traditional asphalt with

permeable pavement to allow for greater water infiltration.

- Increase the amount of planters and landscaping around and throughout the parking lots.
- Line outer sidewalks with water retention planters.
- Treat surface runoff as a natural resource.

## Goal

- Improve visual impact of University District parking areas.

## Policy Recommendations

- Implement light pollution laws to control the timing and type of light allowed in parking lots.
- Avoid expansive surface parking lots by building smaller parking decks around campus with ground floor activity.

## **Sidewalks and Pedestrian Trails**

### **Sidewalks Issue:**

*Residents of the University District indicate that many areas are not pedestrian friendly, especially around the railroad tracks and along major streets.*

## Goal

Provide a safe, convenient and complete sidewalk systems throughout the University District.



## Policy Recommendations

- Establish a multiyear schedule for sidewalk repair and construction.
- Ensure that sidewalks are created on both sides of all streets.
- Encourage the use of innovative materials and designs on sidewalks.
- Encourage artistic expression on some sidewalks.
- Provide street furniture, trash receptacles and covered bus stops at major intersections and along Highland to encourage pedestrian traffic and transit ridership.
- Create sidewalks to accommodate trees, utility poles, manhole covers and street furniture.
- Ensure that all sidewalks and street intersections are handicapped accessible.
- Develop a neighborhood-wide pedestrian trail.
- Increase awareness of and spending on pedestrian safety since Memphis is one of the most dangerous cities to be a pedestrian.

## Public Transit

### **Public Transit Issue (1):**

*Distances between activity nodes discourage widespread use of commercial and public facilities in the University District.*

### Goal

- Improve intra-district public transportation to increase connectivity to neighborhood businesses, community facilities and the University.

### Policy Recommendations

- Encourage establishment of a shuttle system, which would ease neighborhood congestion and create better access to campus facilities, surrounding businesses, and community facilities.
- Establish a shuttle system which would eliminate the 33 Highland's service gap and allow MATA to increase service in University District areas where the shuttle system may not run.
- Promote public-private partnerships between MATA, the University of Memphis, area neighborhood associations and businesses to establish guidelines and agree on funding sources.

### **Public Transit Issue (2):**

*There is a need to establish how light*

*rail transit would work in conjunction with existing bus service or the proposed neighborhood shuttle system when it becomes a viable mode of transportation.*

### Goal

- Establish a frequent and accessible multi-modal transit system within the University District that is linked to proposed light rail corridors.

## Bicycle Facilities

### **Bicycle Facilities Issue:**

*Streets and other public spaces discourage the use of bicycles for transportation purposes and increase the number of barriers for both recreational and commuter cyclists.*

### Goal

- Provide safe and convenient bicycle accessibility to the University District.

### Policy Recommendations

- Stripe city routes along Central and Goodlett to provide a visual reminder to cars that the lanes are shared with non-motorized vehicles.
- Stripe Highland Street for bicycle travel.
- Provide connections between the university and surrounding neighborhoods via bicycle.
- Require any future road improve-

ments to include bicycle-supportive improvements.

- Configure sensors at major intersections to detect bicycles with metal rims.
- Limit the number of access points from parking lots to the street.
- Include the addition of bicycle facilities along with required improvements by developers.
- Provide bicycle parking on every block within commercial zones and higher density areas.
- Establish bicycle priority spaces at the front of congested intersections along Highland Ave.
- Work with area bike shops to educate the public on the benefits of bicycling and how to ride safely in traffic.
- Increase the signage in and around area neighborhoods and along busy streets in order to make drivers aware of the presence of non-motorized traffic.

### Community Facilities

Community facilities provide a vast array of services to community residents. Opportunities for life-long learning, from early childhood development programs to adult personal

enrichment courses, can be offered through schools and libraries. People are encouraged to make long-term commitments to neighborhoods when these resources are supplied. Local arts and culture can also benefit from educational facilities. Parks and other recreational areas provide community meeting spaces, stimulate outdoor activities and contribute to a positive living environment. Access to health and wellness facilities within neighborhood communities enhances the livability of the area. Community-oriented safety services and programs more effectively respond to the needs of residents. Public utilities that can accommodate higher urban densities provide the structure needed for revitalization and growth through real estate development. The Community Facilities section reviews those issues identified through data analysis and community input and offers goals and policies to expand accessibility to community facilities in the University District.

### Schools and Libraries

#### ***Schools Issue:***

*There are limited public education facilities available within the University District.*

### Goal

- Establish quality pre-K through 12 public education in the University District.

### Policy Recommendations

- Establish early childhood education for ages 0 to 5 in partnership with the University.
- Establish a Head Start Program in the Messick community, possibly in partnership with Davis Community Center.
- Increase awareness of programs located on the south campus of the University of Memphis such as the Reading Center.
- Pursue development of new middle and high school education opportunities for University District residents.
- Develop educational opportunities for all ages of people in the neighborhood ranging from workforce technical skills programs to adult learning opportunities.
- Improve awareness of and accessibility to programs available at the Messick Adult Education Center.
- Develop partnerships with the University to provide continuing education program for residents in the area, similar to Rhodes

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College Meeman Center for Lifelong Learning.

## **Libraries Issue:**

*The main University library and the Highland branch of the Memphis library system are not linked to maximize access and resources to the University District.*

### **Goal**

- Enhance linkages among libraries in the University District.

### **Policy Recommendations**

- Allow University District residents full use of main campus library.
- Create signage for the Highland library to show University link.
- Link the two library facilities through an integrated online library system.
- Facilitate a stronger inter-library loan program between the two systems.
- Highland library should promote its resources like computers and internet to community residents.

## **Parks and Recreation**

### **Parks and Recreation Issue:**

*There is a need for more neighborhood parks throughout the University District. Vacant land interspersed throughout the area could be converted from liabilities*

*that encourage the accumulation of trash and proliferation of illicit activities into assets that are monitored and maintained by neighborhood associations.*

### **Goal**

- Utilize vacant lots for community gardens.

### **Policy Recommendations**

- Empower neighborhood associations to purchase and maintain delinquent lots.
- Convert vacant lots into community gardens that can be used both for aesthetics and for growing produce that can be used in area restaurants and homes.

### **Goal**

- Create an area along the Black Bayou drainage way that invites use and improves area aesthetics.

### **Policy Recommendations**

- Add landscaping along the edges of the ditch.
- Construct a paved path on one or both sides of the ditch for recreational use.
- Replace chain link fence with ornamental fencing.

### **Goal**

- Encourage robust neighborhood parks.

## **Policy Recommendations**

- Work with local neighborhood associations to monitor neighborhood parks and ensure expedient repairs and graffiti removal.
- Revitalize Davis Park to create neighborhood anchor for the Messick Buntyn neighborhood.
- Create a neighborhood park for the Normal Station neighborhood.

### **Goal**

- Expand the University arboretum into surrounding neighborhoods and create a walking trail system that encourages neighborhood residents to walk and explore the area.

### **Policy Recommendations**

- Develop a partnership with the University to inventory existing tree pattern in the University District.
- Explore the potential for the University of Memphis arboretum to be extended into the surrounding neighborhoods.
- Construct signed walking paths that links each neighborhood to the University campuses.

## **Health and Wellness**

Several issues pertaining to health and wellness were uncovered during community meetings. Some of these health related issues dealt with lack of

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access to primary care facilities. Others focused more on the preventative measures such as exercise facilities, dietary advice, and psychological well being. These issues were synthesized into the following two Health and Wellness Issues.

## **Health and Wellness Issue (1):**

*While some minor medical facilities are located within the University District, the overall lack of public medical care facilities places burdens on aging residents and residents lacking dependable transportation.*

### **Goal**

- Promote Coordinated and cooperative efforts among University and public and private medical resources to provide medical, dental, vision, and psychological therapeutic centers that are accessible for students and neighborhood residents.

### **Policy Recommendations**

- Partnerships among area health care organizations will provide access to primary and minor medical care for University District residents.
- Promote the existing University's Psychological Services Center counseling and specialty services through partnerships with the

Mason YMCA and local religious affiliates.

- Promote the existing University's Audiology and Speech Pathology Center services through partnerships with the UT Memphis, Mason YMCA and local religious affiliates.
- Explore extending medical services offered by the University through the Student Health Services to District residents on a sliding fee scale according to income.
- Set up a community "teaching" health clinic encompassing medical, dental, psychological, and audio-logical services and have it serve as the anchor for a renovated shopping center at the corner of Park and Getwell.

## **Health and Wellness Issue (2):**

*Outlets for preventative medical treatment and exercise facilities operated by the public and the University are not well known. Lack of improved bikeways and walkways and the perception of lack of safety impede the walkability and bikeability of streets and neighborhoods and decrease the likelihood of non-auto commuting.*

### **Goal**

- Promote the enhanced use of wellness facilities.

## **Policy Recommendations**

- Promote community wide flu shots, cholesterol screening, and blood pressure monitoring through the University of Memphis Health Services, Mason YMCA, local religious affiliates, and the annual student health fair each October.
- Offer dietary counseling center to students and the public through the University of Memphis School of Nursing and the Center for Community Health
- Expand and promote the Center for Community Health's Stop Smoking Clinic.
- Provide signage that offers viable walking, jogging or bicycling routes through the University and surrounding neighborhoods.
- Improve sidewalks and mark bicycle lanes along area streets to increase the walkability and bikeability of the neighborhood.
- Partner with local bike shops to offer casual neighborhood group bicycle rides.

## **Safety**

Personal safety was consistently mentioned as a primary issue for citizens in the University District. Residents concerns included violent and non-





violent crime rates, lack of community policing, limited jurisdiction of the University Police, and lack of involvement in the community by the Memphis Police Department. The following issues goals and policies address the concerns voiced by the neighborhood residents.

## **Safety Issue (1):**

*While the double coverage of University Police and Memphis Police Department is a good asset and crime in the area is comparatively lower than in other parts of the city there is a sense of lack of safety in the neighborhood.*

### **Goal**

- Reduce crime and the perception of crime in the university District.

### **Policy Recommendations**

- Show a coordinated effort on the part of Memphis Police and University Police to get to know neighborhood residents by attending community events.
- Increase foot and bicycle patrols.
- Incorporate police in roles as problem solvers as utilized in the "Koban" model with small open neighborhood subunits staffed by retired or volunteer police officers.
- Establish University District COACT (Community Action) Unit in partnership with the University Police

department, Memphis Police Department and neighborhood residents.

- Identify crime "hot spots" and increase patrols in these areas.
- Provide police call boxes beyond the University in areas that provide opportunity for criminal activities.
- Offer closed circuit cameras and signage indicating such in areas that provide opportunity for criminal activities.
- Maintain and expand neighborhood watch activities.
- Establish a real estate advisory board that will work with problem property owners to either renovate or condemn any structures used by vagrants, criminals, and drug users.
- Organize community groups to clean up neighborhood graffiti and overgrown lots.

## **Safety Issue (2):**

*Lack of good urban design has led to a lack of activity on the streets and a lack of natural guardianship which has led to an increase in reinforcements for criminal activity.*

### **Goal**

- Utilize Crime Prevention through Environmental Design (CPTED)

techniques to reduce criminal activity.

### **Policy Recommendations**

- Establish CPTED design center in partnership with University departments of Criminology, Planning, Architecture, and Police Services and with the support of local developers and Memphis Police.
- Increase natural surveillance by designing the urban environment and the activities of people so as to maximize visibility and encourage the social interaction of student and neighborhood residents in both private and public spaces.
- Place functional, transparent windows overlooking sidewalks and parking lots.
- Use non-sight-limiting fences when possible.
- Identify problem areas such as alley ways, parking lots, ATM, stair wells, and other out of the way areas and ensure that they are well lit so as not to create blind spots or too bright so as to create glare or deep shadows.
- In areas where natural surveillance is poor utilize posted closed-circuit television cameras.
- Use few entrances and exits,

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fencing, lighting, landscaping to limit access and control flow of people between public and private spaces.

- Plant low thorny bushes in front of first floor windows.
- Install locking gates between front and back yards.
- Use low non-sight-limiting fences between residential properties to promote social interaction.
- Use high closed wood or masonry fences between backyards and public alley ways.
- Increase natural territorial reinforcement to create a sense of ownership and an environment where “strangers” or “outsiders” are obvious and easily identified.
- Maintain landscaping and structures so as to convey a sense of ownership and pride.
- Avoid the use of chain link fencing and barbed wire as it signals a lack of attention.
- Increase maintenance of neighborhood properties and vacant lots.
- Neighborhood groups should partner with university groups, fraternities and sororities to

organize work days where assistance in yard maintenance to the elderly or the clearing of overgrown vegetation in vacant lots could be carried out.

- Increased citation activity by construction code enforcement to ticket property owners with rental properties in disrepair or vacant properties that are overgrown.

## Utilities

### **Utilities Issue:**

*Providing crucial infrastructure is paramount. The University Neighborhood currently has access to adequate utilities but evidence suggests some deficiencies and opportunities for enhancements.*

### **Goal**

Encourage underground utilities where appropriate.

### **Policy Recommendations**

- Require all new development to install all utilities underground.
- Undertake a strategy to convert all utilities from above ground to underground.

### **Goal**

Maintain adequate electric, water and gas service to the University District.

### **Policy Recommendation**

- Increase the capacity of water, electric, and gas service to

match the desired growth and development.

### **Goal**

Sanitary sewer service to the University District should match the community’s desired growth and development.

### **Policy Recommendation**

- Ensure that the Capital Improvement Program addresses the installation of the necessary lines, pumps or equipment needed to supply future demand and avoid piecemeal upgrades.

### **Goal**

Position the University District to be a desirable location for companies demanding state of the art data services and for residents needing wireless and improved data services.

### **Policy Recommendations**

- The UD Partners should work with the University and cable providers to create publicly accessible “wireless hot spots” throughout the District.
- The UD Partners should work with the State of Tennessee and the University to pilot internet service capable of delivering faster transfer speeds than typically offered by cable or DSL service.

## FINANCE

**C**ity of Memphis Capital Improvement Program. The Capital Improvement Program (CIP) for the City of Memphis is a multi-year schedule, updated annually for the purpose of funding capital projects and capital acquisitions. Because Vision 2030 presents a comprehensive view of the University District and surrounding areas, several projects included in the CIP could potentially assist the neighborhood in achieving its goals. Projects are already listed in the CIP that will directly or indirectly impact the University District. These include improvements to the golf course at Audubon Park, improvements to the Botanic Gardens and the Pink Palace museum and the pedestrian crosswalk on Central at the University.

Although these projects (except the UM crosswalk) are not within the University District, they represent the type of projects that can be sought by the UD Partnership. Additional projects should be added to the CIP as public/private development proposals are finalized. These projects should be in harmony with the Plan's vision.

The University of Memphis Capital Improvements Program. In addition to the City of Memphis CIP the University of Memphis has its own Capital

Improvements Program. According to the Tennessee Board of Regents (TBR) Guideline B-022, Campus Facility Master Plans, all universities are required to have a current campus facility master plan that is reviewed by campus staff at least every two years. Campus facility master plans are submitted to TBR for approval, who then submits the plan to the Tennessee Higher Education Commission for review and comment. The plan is then forwarded to the State Building Commission for approval.

The University of Memphis Capital Improvements Program is funded by both the State of Tennessee and private donors. To request funds from the State, the University submits a Two-Year Capital Budget Request (CBR) to the TBR. TBR reviews the request and recommends specific projects to the Governor for funding consideration. These projects join a list of recommended projects from all TBR colleges and universities throughout the State. The Governor reviews this list and makes specific recommendations to the State Legislature. The State Legislature determines which projects will be funded by the State for a particular fiscal year. The University generally maintains projects on its CBR until funding by the State or other sources is identified, or until a project is made

obsolete by a revised campus facility master plan. The University also raises funds for capital projects through its development office.

For the budget year 2008-2009, the University's Capital Budget Request to TBR included three projects. One of these projects, referred to as the Music Center, is planned for the University West area. The budget indicates that additional funding for this project is still needed and will be sought from private donors. The Master Plan program also identifies other projects that impact edge conditions in the University District. These include Central Avenue safety improvements, and the realignment of Patterson Street and railroad crossing.

## Housing and Economic Development Incentives, Programs and Grants

Redevelopment assistance from federal, state and local programs is available to the University District. Some programs, such as federal New Market Tax Credits, may apply to a specific part of the study area, while the Memphis Business Opportunity Fund would be available to any business in the University District. This section is neither an exhaustive list of available programs, nor are program qualifications fully described. Individuals and/or businesses seeking redevelopment assistance should work with the

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University Neighborhoods Development Corporation and the University District, Incorporated to identify and assess eligibility for specific incentives, programs and grants.

## Federal Level

Most federal government incentives, grants and programs are administered through the City of Memphis Division of Housing and Community Development. These programs and incentives are income-based at the census tract level. Those census tracts that are eligible for Community Development Block Grant funding will most likely be eligible for other federal government income-based incentive programs.

- **Renewal Community.** Census tract 70, which includes the Messick-Buntyn neighborhood, has been identified as a federal government Renewal Community (RC). RCs are eligible for special tax incentives through December 31, 2009. The incentives are designed to encourage businesses to locate or expand in designated RC areas. Incentives include New Markets Tax Credits (NMTC), Low-Income Housing Tax Credits (LIHTC), wage credit for businesses, Commercial Revitalization deduction, Environmental Cleanup Cost Deduction for brown-field sites, Qualified Zone Academy

Bonds, and special Capital Gains rates.

- **New Market Tax Credits (NMTC).** Census tract 73, which includes the University Area Neighborhood Consortium and census tract 70, which includes Messick-Buntyn neighborhood, qualify for the NMTC program. The NMTC program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated areas.
- **Community Development Block Grants (CDBG).** Three University Neighborhood census tracts, 70, 73 and 74, are eligible for CDBG funding. The areas represented by these census tracts are the Normal Station, Messick-Buntyn and University Area Neighborhood Consortium neighborhoods. The CDBG program is administered by the Memphis Division of Housing and Community Development. Additionally specific programs benefiting low and moderate income households are eligible in all parts of the District.

## State Level

The State of Tennessee offers a variety of incentives to encourage businesses to locate in the state. Many, but not all, of these incentives are designed for industrial development. While the

comprehensive plan does not include any industrial land uses in the University District, the opportunities listed below could apply to a broad range of commercial businesses.

- **Jobs Tax Credit.** This incentive offers a \$2,000 credit per new full-time employee to qualified new or expanding businesses in Tennessee provided that they provide a minimum of 25 new jobs and a \$500,000 capital investment.
- **Fast Track Job Training Assistance Program.** This program provides job training funds to eligible projects based upon the project's economic impact to the State.
- **Fast Track Infrastructure Development Program.** Businesses can receive up to \$750,000 to offset project costs related to infrastructure improvements. The grant is based upon a cost-benefit analysis conducted by the State.
- **Workforce Assistance.** The Tennessee Department of Labor maintains a varied pool of qualified workers and provides a variety of services to businesses in Tennessee.
- **Economic Development Loan Program.** The Tennessee Valley Authority will provide low interest financing of up to \$2 million per



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project with 10 years to repay to qualified development projects including the service industry.

## Local Level

The Memphis Division of Housing and Community Development (HCD), Memphis Light, Gas & Water (MLG&W), the Memphis Regional Chamber, and the Memphis/Shelby County Office of Economic Development (OED) administer programs that may benefit redevelopment in the University Neighborhood.

- **MLG&W Utility Incentive Rates.** Through this program, MLG&W extends special incentive rates to businesses locating or expanding in Memphis.
- **MLG&W Technical Utility Services Program.** This program offers technical assistance to local businesses to help them better understand their energy consumption and alternatives related to energy usage, lighting design and energy seminars.
- **Memphis Business Opportunity Fund.** This is a \$50 million loan fund designed to provide capital and technical assistance to small, minority and women-owned businesses in Memphis.
- **Minority and Women's Business Enterprises (M/WBE).** The City's

Minority and Women's Business Enterprises (M/WBE) program assists minorities and women who own businesses to obtain City contracts by providing contract information and training.

- **City of Memphis Renaissance Business Center (RBC).** Provides entrepreneurs and small businesses in Memphis with training, one-on-one counseling and information to assist in their success.
- **Memphis/Shelby OED Fast Track Permitting.** This program expedites construction permit approval.
- **Memphis/Shelby OED One-Stop-Shop Assistance (OSS).** This program facilitates the regulatory/permit process and provides answers to questions regarding taxation, utilities, permitting, building and fire codes and other issues. Participants in the OSS program are introduced to key local and state resource people.

## Local Tax Incentives

Tax freezes, abatements and other incentives could be utilized to encourage redevelopment in the University District. The Memphis/Shelby County Industrial Development Board considers Payment-In-Lieu-Of-Tax (PILOT) requests. The Board is authorized to grant PILOT

incentives for up to 15 years.

Another option is the establishment of a Tax Increment Finance (TIF) District. TIFs are used by city governments to help redevelop areas that are deemed "blighted." When an area is redeveloped, it creates new property taxes. The original property taxes (based on the unimproved values) are paid to the city and county, and the increase (the tax increment) goes into a special fund to pay debt service on bonds for the infrastructure. Usually, TIF pays for streets, sewers, parking facilities, land acquisition, professional expenses, affordable housing, demolition and clean-up costs. A project specific TIF Highland Row mixed use project and is an example of public and private groups working together. A larger TIF District that encompasses the entire Highland Street commercial strip would significantly aid redevelopment.

## Other Resources

The University of Memphis Regional Economic Development Center (REDC) and the Bureau for Business and Economic Research (BBER) provide professional technical assistance services to public and private sector clients in a variety of economic and community development projects.

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